

APPENDICES

The Implementation of the National Curriculum in Wales

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**CONTAINS
PULLOUTS**

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APPENDIX i

GLOSSARY

Awdurdod Cwricwlwm ac Asesu Cymru (ACAC)
Curriculum and Assessment Authority for Wales

Athrawon Bro
Welsh Area Advisory Teachers

Bwrdd yr Iaith Gymraeg
Welsh Language Board

Cymdeithas yr Iaith Gymraeg
Welsh Language Society

Menter Cwm Gwendraeth
Gwendraeth Welsh language after school project

Menter Taf Ely
Taff Ely Welsh Language after school project

Mudiad Meithrin Cymru
Welsh Nursery Movement

Urdd Gobaith Cymru
Welsh League of Youth

Pwyllgor Datblygu Addysg Gymraeg (PDAG)
Welsh Education Development Committee

Swyddfa Prif Arolygydd Ei Mawrhydi
Office of Her Majesty's Chief Inspector (OHMCI)

ABBREVIATIONS

AT	Attainment Target
CATS	Consortium for Assessment and Testing in Schools
CATS CYMRU	Consortium for Assessment and Testing in Schools (Wales)
CCW	Curriculum Council for Wales
DES	Department of Education and Science
DFE	Department for Education
ERA	Education Reform Act (1988)
GEST	Grants for Education Support and Training
INSET	In-service Education and Training
IT	Information technology
HMCI	Her Majesty's Chief Inspector of Schools
HMI	Her Majesty's Inspectorate
KS1	Key Stage 1 (5-7 year olds)
KS2	Key Stage 2 (7-11-year olds)
KS3	Key Stage 3 (11-14 year olds)
KS4	Key Stage 4 (14-16 year olds)
LEA	Local Education Authority
LMS	Local Management of Schools
NCC	National Curriculum Council
NFER	National Foundation for Educational Research
NSS	Non-Statutory Standard Assessment Tasks
OHMCI	Office of Her Majesty's Chief Inspector (Wales)

OFSTED	Office for Standards in Education (England)
PoS	Programme of Study
SCAA	Schools Curriculum and Assessment Authority
SCDC	Schools Curriculum Development Council
SEAC	Schools Examinations and Assessment Council
SoA	Statement of Attainment
TA	Teacher Assessment
TGAT	Task Group on Assessment and Testing
Y1	Year 1 in the National Curriculum (5-6 year olds)
Y2	Year 2 in the National Curriculum (6-7 year olds)
Y3	Year 3 in the National Curriculum (7-8 year olds)
Y4	Year 4 in the National Curriculum (8-9 year olds)
Y5	Year 5 in the National Curriculum (9-10 year olds)
Y6	Year 6 in the National Curriculum (10-11 year olds)

APPENDIX ii

THE WHOLE CURRICULUM 5-16 IN WALES

THE CCW FRAMEWORK FOR THE WHOLE CURRICULUM - AN ILLUSTRATIVE DESCRIPTION

ASPECTS OF LEARNING

	EXPRESSIVE AND AESTHETIC	LINGUISTIC AND LITERARY	MATHEMATICAL	PHYSICAL AND RECREATIONAL	SCIENTIFIC	SOCIAL AND ENVIRONMENTAL	SPIRITUAL AND MORAL	TECHNOLOGICAL
PRINCIPAL FEATURES	<p><u>developing:</u></p> <ul style="list-style-type: none"> the expression of ideas, moods, emotions in a variety of media. emotional and intellectual response to sensory experience imagination, perception and discrimination physical control of media <p><u>developing understanding of:</u></p> <ul style="list-style-type: none"> the processes of designing, making and composing the characteristics of different media the relationships between arts and society 	<p><u>developing:</u></p> <ul style="list-style-type: none"> effective communication in speaking and listening, reading and writing enjoyment and fascination in the use of language knowledge of languages and how they work understanding of and response to literature and the media the use of language as a tool for learning <p><u>developing understanding of:</u></p> <ul style="list-style-type: none"> the diversity of language the social and cultural contexts of language use the relationships between languages 	<p><u>developing:</u></p> <ul style="list-style-type: none"> creativity ability to think logically and analytically ability to use mathematics to solve problems (theoretical and practical) ability to handle and communicate mathematical ideas and information using the language of mathematics positive personal qualities and attitudes appreciation of the wonder and excitement of mathematics a sense of the power and limitations of mathematics 	<p><u>developing:</u></p> <ul style="list-style-type: none"> knowledge and understanding of the principles of health and well-being and positive attitudes to the development and care of the human body personal qualities related to perseverance and the pursuit of excellence; coping with success and failure and co-operating with others in individual and team activities appreciation of the creative qualities in human movement and related skills skills relating to specific physical and recreational activities as an important contributor to personal and social well-being 	<p><u>developing:</u></p> <ul style="list-style-type: none"> creativity ability to use scientific methods of enquiry in an imaginative and disciplined way understanding of physical, biological and social phenomena in terms of scientific concepts and theories critical awareness of the role of science in societies and cultures balanced appreciation of the power and limitations of science as a human activity positive personal qualities and attitudes 	<p><u>developing:</u></p> <ul style="list-style-type: none"> a sense of: place, space and environment, time and context <p><u>developing understanding of:</u></p> <ul style="list-style-type: none"> the physical environment and human influences on it the past and its influence on the present the human environment and the inter-relatedness of individuals, groups and societies the operation of institutions in society the nature, causes and effects of economic and industrial activity 	<p><u>developing:</u></p> <ul style="list-style-type: none"> feelings and convictions about the significance of human life and the world as a whole a sense of fairness and justice a respect for different religious convictions <p><u>developing understanding of:</u></p> <ul style="list-style-type: none"> moral and ethical issues the diversity of religions and relationships between them the use made by religions of symbol, allegory and analogy codes of human behaviour 	<p><u>developing:</u></p> <ul style="list-style-type: none"> ability to apply knowledge and skills to practical tasks, operating within a range of constraints ability to think and act imaginatively and creatively ability to use the products of technological activity sensibly and effectively ability to evaluate the purposes, processes and products of technology critical awareness of the role and effects of technology in cultures and societies positive personal qualities and attitudes
STATUTORY SUBJECTS WHICH MAKE MAJOR CONTRIBUTIONS	<ul style="list-style-type: none"> art English music PE Welsh 	<ul style="list-style-type: none"> English [modern foreign languages] Welsh 	<ul style="list-style-type: none"> mathematics science technology 	<ul style="list-style-type: none"> art music PE science 	<ul style="list-style-type: none"> mathematics PE RE geography science technology 	<ul style="list-style-type: none"> geography history science English / Welsh RE MFL 	<ul style="list-style-type: none"> English/Welsh music geography technology art history RE science 	all statutory subjects
OTHER SUBJECTS AND ACTIVITIES	<ul style="list-style-type: none"> [classics] dance media studies drama 	<ul style="list-style-type: none"> [classics] media studies [other languages] drama 	<ul style="list-style-type: none"> [economics / business studies] life skills 	<ul style="list-style-type: none"> outdoor education life skills rural studies drama community work dance 	<ul style="list-style-type: none"> [social science] [economics / business studies] drama rural studies 	<ul style="list-style-type: none"> [economics / business studies] [social science] rural studies community work 	<ul style="list-style-type: none"> [classics] [social science] community work 	<ul style="list-style-type: none"> [economics / business studies] media studies life skills community work
<p>[...] indicates subjects associated with secondary phase only.</p>								
THEMES	<p>SOME ASPECTS OF ALL THEMES</p> <p>careers education & guidance; community understanding; economic & industrial understanding; environmental education; health education</p>							
COMPETENCES	<ul style="list-style-type: none"> communication information technology problem solving study 	<ul style="list-style-type: none"> communication information technology problem solving study 	<ul style="list-style-type: none"> communication information technology numeracy problem solving study 	<ul style="list-style-type: none"> communication information technology problem solving study 	<ul style="list-style-type: none"> communication information technology numeracy problem solving study 	<ul style="list-style-type: none"> communication information technology numeracy problem solving study 	<ul style="list-style-type: none"> communication information technology problem solving study 	<ul style="list-style-type: none"> communication information technology numeracy problem solving study
DIMENSIONS	<ul style="list-style-type: none"> equality of opportunity cultural diversity special needs the cultural relevance of the curriculum to its Welsh setting - Curriculum Cymreig 							

APPENDIX iii

RESEARCH INTERVIEW SCHEDULE

A. NATIONAL LEVEL: PROMOTERS / POLICY MAKERS

1. Parallel Development Between Equivalent English and Welsh Educational Agencies

- 1.1 Equivalent agencies
- 1.2 Key similarities
- 1.3 Key differences
- 1.4 Nature of parallel development

2. Agency Involvement in the Development of the National Curriculum in Wales

- 2.1 Shaping the original Orders
- 2.2 Shaping the reviewed Orders
- 2.3 Reasons for distinctiveness

3. Educational Power Bases

- 3.1 Whose schools?
- 3.2 Current power bases

4. Distinctiveness of the National Curriculum in Wales: The Curriculum Cymreig

- 4.1 Interpretations
- 4.2 Status
- 4.3 Strategies for ensuring delivery
- 4.4 School support

5. Predicted Future Developments

- 5.1 NATIONAL LEVEL: General perceptions
- 5.2 REGIONAL LEVEL: Local Education Authority role

B. INSTITUTIONAL, DEPARTMENTAL & INDIVIDUAL LEVEL: PRACTITIONERS

6. Teacher Implementation

- 6.1 Monitoring strategies
- 6.2 Delivery of change
- 6.3 Level of improvement
- 6.4 Key to effective delivery

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INTERVIEW TRANSCRIPTS

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Interview 2	Awdurdod Cwricwlwm ac Asesu Cymru (ACAC) (Curriculum & Assessment Authority for Wales) Chief Executive & Assistant Chief Executive: Primary	<i>6</i>
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Interview 5	Pwyllgor Datblygu Addysg Gymraeg (PDAG) (Welsh Education Development Committee) Former Director	<i>100</i>
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INTERVIEW TRANSCRIPT 1

WELSH OFFICE

Minister of State for Education & Schools Performance Division Officer

*The interview was conducted at 2.00pm, 6th March, 1996
at the Welsh Office, Cathays Park, Cardiff
Duration: 1hour*

A. NATIONAL LEVEL: PROMOTERS / POLICY MAKERS

1. Parallel Development Between Equivalent English and Welsh Agencies

1.1 Equivalent agencies

Wales: Welsh Office;

England: Department of Education and Employment.

1.2 Key Similarities

Both Secretaries of State take responsibility for education. The overall framework of government policy is the same and is a collective Cabinet responsibility. The Welsh Office in Wales and the DfEE take responsibility for education respectively. The focus is the same but they operate in different cultural contexts. The Secretary of State for Wales has statutory responsibility for education in Wales as the Secretary of State for England has statutory responsibility for education in England.

1.3 Key differences

The Secretary of State for Wales is a territorial minister, with a wide range of other statutory functions. Because Wales is a smaller country, the Secretary of State for Wales has a wide range of functions apart from education - highways, farming and transport for instance. They have more resources than we have. Gillian Shepherd has more say in education. She focusses more on it. There are 2,000 members of the DfFE and 90 members of the Welsh Office education department which is split into three departments - Schools Performance Division, Schools Administration Division, Higher Education.

1.4 Nature of parallel development

The issue is that the Welsh Office have to time their input into the decision-making process very carefully because influence lies in numbers and we are a comparatively small department. If the Welsh Office want to influence education they have to very carefully time and plan their input into the discussion in order to have maximum influence on policy.

2. Agency Involvement in the Development of the National Curriculum in Wales

2.1 Shaping the original Orders

By ensuring representation of Welsh views in the original subject working groups. By the establishment of a separate working groups for history. By establishing a statutory Welsh advisory body (CCW, later Awdurdod Cwricwlwm ac Asesu Cymru). By setting up separate consultation on National Curriculum proposals and taking into account of the views expressed. The long genesis of the National Curriculum started with the 1988 Act and developed into subject Orders.

The DfEE took the lead with three orders but the Welsh Office considered that Wales should have something separate. They ensured representation of welsh views in the original subject working groups by looking for specialists in every subject and every phase. This was the pattern across each subject. The 1988 created the NCC for England. Clearly there were problems with the National Curriculum in Wales as there were in England.

2.2 Shaping the reviewed Orders

The Welsh Office asked the CCW to take part in a curriculum review with Sir Ron Dearing. It implemented the recommendations of the CCW and the Awdurdod Cwricwlwm ac Asesu Cymru arising from the review.

2.3 Reasons for distinctiveness

The existence of a separate curriculum advisory body in Wales. Also, ministers took account of the views expressed. There is a Welsh dimension to the curriculum developed by CCW and taken up by ACAC. They advise us.

3. Educational Power Bases

3.1 Whose schools?

They are the parents' schools. Schools are there to serve the pupils and their parents. They must meet the needs of the consumers - the parents - who must have maximum choice in the schooling of their children.

3.2 Current power bases

The education system in Wales is independent in terms of administration although it has to follow Central Government policies. Schools are accountable to parents for the education they provide. Parents have the choice. Headteachers and governors are also more powerful in running their own affairs. They have more power over their own budgets and they have more freedom in the admissions system.

4. Distinctiveness of the National Curriculum in Wales: The Curriculum Cymreig

4.1 Interpretation

Obviously, Welsh is a core subject and now it has to be taught in every school in Wales Second language. Children must learn about the industrial revolution in Wales and about the place of its industry in the country's development. The country would not be as it is now but for the South Wales coalfield. This understanding is essential for pupils' future success in education, training and employment. Our education in Wales must be involved with the whole of the learning and enterprise and with support for the Welsh economy. We face strong competition in world markets. We must equip our children to face it with knowledge and confidence. Success in the rapidly changing world in which our children have to live is about getting to understand the world of work, developing strength of character and learning to work as part of a team.

4.2 Status

It is statutory. Since September 1995, the *Curriculum Cymreig* is part of the common requirements section of the Orders. It is permissive, not prescriptive, meaning teachers should introduce the Welsh dimension in their teaching 'as appropriate'.

4.3 Strategies for ensuring delivery

Its delivery is a matter for teachers to consider. Clearly, pupils - by the time they reach Key Stage 4 - have had a good grounding in the National Curriculum of Wales. By then they must be given the chance to follow their own interests, and no restriction should be made on that.

4.4 School support

By resourcing it. We fund it through the Section 21 towards the development of Welsh Second language and for the funding of *Athrawon Bro* to ensure the development of Welsh.

5. Predicted Future Developments

5.1 National Level: General Perceptions

Stability. Schools have been given the assurance that the curriculum will not change now for five years.

5.2 Regional Level: Local Education Authority

Decisions must be made locally. They have to service the schools as they wish. It is up to them to interpret their role.

B. INSTITUTIONAL, DEPARTMENTAL AND INDIVIDUAL LEVEL: PRACTITIONERS

6. Teacher Implementation

6.1 Monitoring Strategies

It is tested, assessed and inspected.

6.2 Delivery of change

Its delivery is up to each school and to each teacher.

6.3 Level of improvement

The performance of most Welsh schools has improved markedly over recent years.

For example, successive OHMCI reports show how the introduction of the National Curriculum has begun to raise standards significantly. But a number of things need to be tackled for schools to do even better. The Schools Curriculum Division has since the publication of *Bright Future* been changed to the Schools Performance Division. The emphasis is now on performance and assessment. OHMCI show through their reports that the National Curriculum together with the inspection cycle is raising standards. Overall, the picture of today's performance tables is of steady improvement and that is encouraging. This is encouraging in the continuing battle to inform parents and raise standards. Performance tables are of intense interest to parents and they help schools to improve standards. Chief Inspector Roy James in his annual report praised non Welsh-speaking teachers for their improvement in learning and teaching the Welsh language, in maths, English and science. However, four in ten pupils still fail to reach the basics of literacy and numeracy at the end of the primary schooling..

6.4 Key to effective delivery?

We now have a national framework for setting standards - the National Curriculum testing and assessment of pupils, a five-year inspection cycle - and more openness about results. We also have a system that is more diverse, offering choice between, for instance, LEA and grant-maintained schools and selective and non-selective schools. We need to have better teaching standards. It is dependent upon active, committed and excellent teachers. Schools must link what is done within school to the wider community and use their money well. There is still too much of a divide between vocational and academic education.

INTERVIEW TRANSCRIPT 2

AWDURDOD CWRICWLWM AC ASESU CYMRU CURRICULUM & ASSESSMENT AUTHORITY FOR WALES

**Chief Executive
&
Assistant Chief Executive: Primary**

*The interview was conducted at 12.00pm, 14th February, 1996
at the ACAC Offices, Womanby Street, Cardiff
Duration: 50 mins*

A. NATIONAL LEVEL: PROMOTERS / POLICY MAKERS

1. Parallel Development Between Equivalent Agencies

1.1 Equivalent English agencies

Wales: Curriculum and Assessment Authority for Wales;

England: Schools Curriculum and Assessment Authority in England.

1.2 Key similarities?

As CCW, did the same work exactly as the NCC did in England. Since April 1994, ACAC and SCAA share the same responsibilities but function within their respective countries. The curriculum and assessment brief is exactly the same for both authorities. We meet and we co-operate.

1.3 Key differences?

The Orders are separate - history, geography, art and music - they reflect schools' needs and the differences between the two countries. If you try to reflect education patterns in Cornwall and in Northern England and in London it's difficult. It's much easier in Wales because one can get a good idea of what the Welsh dimension is. One of the most important things, I think looking back over the last five years, is the fact that during the whole process people in Wales did not bring with them any political baggage. The main aim in any discussion was raising standards in our schools in Wales. This was the foundation to everything. As an officer you were never aware of people's political backgrounds.

They all spoke in favour of a better educational system in Wales. I cannot honestly say that this was so in England. The greatest difference between both countries is that government ministers in Wales have dealt with education much more openly and you are never aware of their political backgrounds. In the beginning, the Welsh Office managed the National Curriculum development in Wales and the NCC managed it in England. Issues relating specifically to the Welsh language and the Welsh dimension can be - and have been - used to avoid embarrassment to Central Government because they are so obviously different.

This was the biggest difference - the Welsh Office in Wales and the NCC in England. Where we were concerned, the Welsh Office ran the whole process but they had to listen to our advice. We were responsible for consultations on the Welsh Office draft Order. These were created under the Welsh Office's umbrella structure with a chairperson and panel members. There was a much higher degree of direct influence on the original curriculum.

What is also interesting is that throughout the whole process Wales had the same minister. Of course, in England this was not so. They had Clarke, Patten, MacGregor and then Gillian Sheppard came in right at the end of the argument and Baroness Black moved out of the Home Office. Things were pretty settled in the education department of the Welsh Office - and the officers were more or less the same people from the beginning. That certainly made a great deal of difference to the development process. So perhaps because of this, they had more problems to contend with than we had in Wales.

The Minister for Education in England, Gillian Sheppard, had no responsibility for education in Wales apart from teachers pay and conditions and possibly teacher training. Apart from this the Secretary of State for Wales is responsible for education in Wales in its entirety. Of course, he's developed his own policy, *Bright Future: Way Forward* the address that was delivered in December. For the very first time ever, I believe, the Welsh Office is setting down a definite education policy for Wales.

There is a difference, of course, because the Welsh Secretary of State is not only responsible for education he is responsible for every department in the Welsh Office and so the tendency is for one of the ministers to be responsible for education. Of course, every decision goes through the Secretary of State for Wales. This is very advantageous, of course when education overlaps with other things - for instance social services with children under 5. In England you have two departments - health and education but only one department in Cardiff. The overlap between training and education for children in their teens and perhaps there are three departments in England - education, employment and trade and industry. So really having a multipurpose Welsh Office is very advantageous.

The Welsh Office always emphasise the network in Wales. We are much more definite in Wales about each body's specific role in the education system. This was something that we felt came out very strongly in the consultations: What is ACAC's role? What is the Welsh Inspectorate's role? For instance, we would not interfere with the Welsh Office's advisory processes - that is not part of our brief.

The biggest difference when we started with the National Curriculum was that the Welsh Office led in Wales and the NCC led in England. In England, the NCC was responsible for setting up the working panels with a chairperson and members and the NCC moved the process from draft papers to statutory Orders. Where Wales was in question, the Welsh Office ran the whole process and they only had to listen to CCW's opinions. This has all changed now. We're responsible for the process now and we advise the Welsh Office. The consultation process for assessment in 1997 is being run by SCAA. They are responsible for writing the report. So you see there are still big gaps in the structure. In England, they look much more to the DfEE than we do to the Welsh Office. We worked very closely with the Welsh Office. There was quite a distance between the DfEE and NCC.

Another interesting aspect is that through all the changes, Wales had stability through having just one Minister of State for education in Wales, Sir Wyn Roberts.

But as I said, in England there was rapid changeover: Clarke; Patten; McGregor and Gillian Shepherd moved in at the end of the argument and Baroness Black moved out of the Home Office. Therefore all kinds of political issues raise their heads in England. There were political issues with a capital P - changes in Cabinet and the underlying messages they gave. For instance A went and then B. Then there were different political issues with a small 'p' - which were mostly to do with different schools of thought within subject panels. These were the people who said, 'This is the way to teach mathematics'. 'This is the way to teach English'. But Wales was free of all this.

Things were pretty settled in the education department of the Welsh Office. The officers were more or less the same people from the beginning. This certainly made a great deal of difference to the development processes. They may have a great many more problems to overcome in England because of this than we had in Wales at the time. In the end, when the draft Orders had been confirmed, there was a bit of an argument about keeping a certain element of the work in. Eventually, it was included in both Wales and in England. That really shows the strength of the Welsh influence on developments.

Teacher-influence shows clearly in the way in which the subject Orders were steered in Wales. In England, relationships with teachers were not very good and the cost of a major consultation exercise would have been enormous - they have so many schools. I think that the kind of relationship CCW had with the schools and the circle which represents teachers was also much much closer than it was in England. So obviously, the Orders are much more likely to take effect in Wales compared to England because of this teacher ownership through consultation.

If you compare the art and music Orders of Wales and England you will see that strong opinion counted in the review process in Wales. In England the original version remained, but in Wales they both changed with the blessing of ACAC and of the Welsh Office personnel.

But it was the professional opinion that came through and carried the day in Wales and so we kept with the original versions. The kinds of subjects that were kept in history and geography reflected school needs. As we said earlier its much easier to reflect education patterns in Wales than it is in Cornwall, Northern England and London. One has a rough idea what the Welsh dimension is and that can be developed as a general pattern in Wales eventually.

Yes, in Wales, we are much clearer about the nature of everyone's role, our role and the Inspectorate's role. We wouldn't interfere for instance the Welsh Office's consultation process. The 1997 consultation process on assessment is to be run by SCAA. They are also responsible from writing the report - so there are still gaps in the structure. So we all work together. The Welsh Office has distributed a paper outlining the roles of all the different players in the education game. This was prepared by an education officer at the Welsh Office, Gwyn Jones. Its all laid out exactly what everyone's role is.

1.4 Nature of parallel development

That's another big difference between us - anything that happens in England becomes news - its underlined and given immense publicity in the press. In England information is controlled by the DES and is political. In Wales it is less politically driven. Everybody knows that we are moving forward in Wales. Furthermore, working patterns illustrate the degree of influence we are having on the way in which they work in England. Nobody says that in the press in England you notice! Since April 1994, the brief is exactly the same for SCAA and ACAC the curriculum and assessment. We meet and we co-operate.

2. Agency Involvement in the Development of the National Curriculum in Wales

2.1 Shaping the original Orders

The first time round there were groups of specialists for every subject. Each subject was looked at separately.

When the Welsh Office drew everything together they looked for specialists in every subject eg in the primary sector they looked, for instance, for specialists in maths - people with a strong mathematical background with strong 5-11 age group experience. And that was the pattern across each subject. That was the greatest problem with the original curriculum when it was first introduced - everyone wanted to ensure that their own subjects were right instead of taking an overview across all the subjects. The kind of topics that were kept for instance in history and geography reflected the views of our schools. If you are trying to reflect the Cornish, Northern England or London dimension of the curriculum it is difficult. Its so much easier in Wales - the Welsh dimension is there ready to be developed - to become the future pattern for Wales.

That was another big difference - the Welsh Office in Wales and NCC in England. In England NCC were responsible for creating the subject panels. In England, the NCC was also responsible for going through the legal process of moving the draft papers to subject Orders. Whereas in Wales the Welsh Office ran the whole process but they had to listen to CCW's advice. In Wales, the Welsh Office did this, not CCW at that time. What the Welsh Office did was either to appoint someone Welsh / or Welsh speaking to the panels in Wales. England had their own panels. We in Wales had separate Welsh language, history, geography, art and music panels from the panels in England. Thee Welsh Office ran the whole process and subject panels were created under their umbrella structure with a chairperson and members. The Welsh Office ran the drafts to statutory Orders. They only had to listen to CCW opinions. CCW (followed by ACAC) worked very closely with the Welsh Office. CCW was responsible for the consultations on the Welsh Office drafts for each subject - and these were wide sweeps. So that in Wales there was direct influence from the profession on the structure of the curriculum.

The greatest difference between the processes of formulating the original National Curriculum and reviewing it was that CCW was now responsible for the review and then the drafts were handed over to the Welsh Office. At the end of the day, the Welsh Office officers accepted the work both times. They then were responsible for turning it into a proper document rather than a draft document.

Looking at things from the Welsh point of view, the pattern was that: the groups produced an interim report; and then that went up to the Secretary of State; and then founded on what he said; a final report came out nationally for that specific subject. In Wales, we used the interim reports as consultation documents. You see, we could do that in Wales - another advantage of being a small country. We had the time and it was not a too costly process because we did not distribute all the documents to all the schools. It wouldn't have been possible for them in England to use interim reports in the same way we did in Welsh. But that really was a help to us especially in Welsh Second language and also as we worked out the timetable for presenting Welsh First or Welsh Second language throughout Wales.

In Wales also we have a strong network which includes the Inspectorate. They have fed ideas throughout all the processes. We had representatives from the WJEC, ACAC, Inspectorate - HMI / OHMCI, Welsh Office, teachers. that is, almost everybody who has any influence on the process and the outcomes. The most important element the process - and the strongest because of Wales's small size - is that all these people know one another.

The first time around, a paragraph was inserted about time. They didn't forget about time but of course when you put a crowd of mathematicians together they do the best they can for mathematics. Then when you put a crowd of Welsh language people together, they do the best they can for Welsh language.

2.2 Shaping the reviewed Orders

The amount of freedom we had is obvious from the way things have developed. Every time a new subject came what happened was that working groups would sit in Wales and in England. Where the subjects were different in Wales - in art, music, history and geography - there was separate group in Wales. The reporting and consulting processes went on in parallel in England and Wales. Where the subjects were the same for Wales and England, a consultation process was set up. The subject panels were responsible for drawing up the common foundation - for the subject for England and Wales.

Of course, CCW was responsible for collating these responses and for presenting them to the Welsh Office. Statutorily, we were the body responsible for informing the Welsh Office. The process also included getting responses from schools. Then CCW would write the report which would go to Welsh Office and through to the final subject orders. The Welsh Office ran the whole process but this changed when ACAC came into power. I was a member of the Welsh panel. Now, you wouldn't have thought that we would have any contact with England then would you? But, you see, we had to know what was happening in English, mathematics and science. So there was a network of information.

Of course, the problem was that every subject was developed separately. That was the greatest weakness when we revisited the curriculum for the review. At the beginning we had worked to a pattern of using experts in each subject and in every key stage, so that was bound to happen. We started to discuss the orders we had at the time with the subject experts. Then we had the opportunity to discuss them with teacher representatives for the different key stages. We were backwards and forwards doing this for about four or five months every other - approximately every three weeks - the material for each subject was revamped by the panel that was responsible for that subject. It was discussed by the key stage panel. It was revamped in the light of the comments made by the key stage group and by the subject experts. That is, one group wrote and the other group criticised. The underlying reason for this was to ensure that enough time was available through the key stage to teach what every subject group was trying to feed in. The subjects came out in ones and twos over two or three years. Perhaps that was inevitable, to be honest, considering there was such a change. If one is going to do something completely new, one is sure to go back and review it after 2 or 3 years. The time element was the focus of the first curriculum review. The basic principle of the review was to slim the curriculum to what was compulsory and give discretionary time to the teaching profession to develop professionally by deciding what they wanted to do in addition to what was necessary.

It was important to ensure that the patterns in place in Wales were pretty similar to those in England because clearly it is a National Curriculum which covers both England and Wales. If I was pushed, I would say that there was considerable political influence firstly on the groups to ensure that there was commonality of the Wales and England subject orders and secondly that the groups worked side-by-side. So the officers went to panel meeting in England. But I can tell you from my own personal experience just how many things arose from us in Wales that influenced the process in England. We used to write up reports every time after we had met to discuss these matters. Our reports of the meetings and were then sent on to England. Often, Sir Ron Dearing himself remarked on the number of ideas from Wales that had even influenced him.

English as a very controversial issue. There was a consultation document - that is, a draft document, which was nevertheless a public document. There are letters to hand that show that initially CCW had refused to agree with SEAC about the English document. The language document went out for consultation in England and in Wales. Eventually, at the end of that process CCW and SEAC came to an agreement. Truly, it would be sufficient work for a thesis to compare England's English consultation document with Wales's English consultation document and then to compare both of those with what was actually published. It would be interesting to analyse and decide just how much of the final document came from Wales and just how much of it came from England. If it was possible to discuss these issues in a more detailed manner, people would be amazed at just how much influence Wales had on that final English document.

Other subjects which Wales influenced tremendously was physical education and modern languages. CCW officers had a great deal of influence on these subjects. There was a lot of co-operation and a lot of influencing, but it really is impossible to give detailed consideration to this because no-one will admit the level of influence that Wales had on these processes. If you want more definite proof, I suggest you just look at the Interim reports and then look at the final reports that came out from England into Wales. Just compare the letters that went to the Minister and you'll be amazed.

That is what I feel is relevant, especially where English and physical education is concerned. There was a paragraph in the interim report that drew attention to the amount of time that was available for physical education, and then there was another paragraph that referred to some of the principles of physical education. Both were changed in the final report.

People didn't go out of their way to quarrel, particularly with regards to the English. It was just a matter of principle, you see. This may be another example of the political influence on the NCC because under David Pascall, the NCC changed the English Order. The NCC suggested - before the consultation process begun - a different format to the English Orders. This was turned down in Wales because members of CCW felt very strongly that the children of Wales would lose out if they adopted that sort of document. It is difficult to score the argument Wales 1: England 1. But I think that at the end of the review in 1944 that the Welsh influence was very definite and very clear.

The situation in Wales was different anyway. In Wales, there was a history of co-operation between the different players - the Schools Council led the way by working hand in hand with the teaching profession and with the colleges. That was well established in Wales. CCW built on it and benefited from it by being nearer to what was needed in the classroom. The Orders are much more likely to take effect in Wales because of teacher ownership. We have benefited so much from being such a small country. It is possible for us to work in partnership with all agencies. This close method of working together was an integral part of the the pattern of education in Wales. This is not so in England and perhaps it is not even possible in a country of such a large size. CCW set up a group to look at it more fully and this resulted in the production of the first of the advisory papers. Then the Council promoted development work to give schools more assistance. The Welsh Office - after some persuading - agreed that the *Curriculum Cymreig* would be retained in our programme and that we would continue to develop it. There was a wealth of examples in the original Orders, that of course, was why the Orders were so thick. Yes, under the review process, the main aim was to slim down the curriculum and to give teachers much more flexibility.

However, when the examples are taken away you have to depend completely on professional skills to feed into the bare bones of the subject Orders. The *Curriculum Cymreig* Advisory Paper is available in every school. It gives examples of how the *Curriculum Cymreig* should be adopted.

2.3 Reasons for the distinctiveness

It all goes back to the history of education in Wales. There has always been a strong tradition of co-operating and networking. Everyone has had one aim in the forefront of the mind which was the importance of the child and the importance of providing quality education to that end. There was no politics in it. Actually if you look at the situation in detail you'll see that this also was the foundation of the review process - when people started to challenge one of the subjects and then it was decided to review them all particularly the overload in the primary sector..

If you look at the documents which were distributed, they were actually published in Wales a year before the review process of the English document started officially. The NCC version of the document was distributed then CCW response was distributed to schools in Wales. Then the media responded with headings such as, 'Is English much better in Wales than in England'. That was the kind of thing that was being said. The major difference in the review was that the Orders went out with a very visual *Curriculum Cymreig* on the front page of every subject. There had been many discussions relating to what exactly it was and CCW prepared and released documents to try to interpret this. But the National Curriculum itself did not previous to the review refer to the *Curriculum Cymreig*. There was no definite acknowledgement of its existence just evidence that it was there. For instance in the history and geography Orders were different from the equivalent English Orders and this was evidence of its existence. In the common Orders some of the examples were Welsh and some English. No statement acknowledged that there was such a thing. What happened in this instance of course was that the first statement in subject states quite clearly that when each pupil studies the subject - whatever it is - s/he must be given the opportunity where appropriate to develop knowledge and understanding of industrial, economic, cultural, linguistic, historic and environmental issues.

So the *Curriculum Cymreig* is clear and definite and became statutory for the first time in September 1995. It was something which had been discussed at length and there had been a considerable lead up to it but this was the first time ever for it to be recognised in every subject including mathematics. We put the idea up to SCAA and we had no objection to it at all.

The whole aim of the review was to slim down the curriculum and then to some considerable extent, it is up to the teachers to interpret and the Orders generally and to develop them within their own localities. Some teachers have sufficient knowledge of their country and function confidently and efficiently in the context of their own locality and in a wider context. To have a statutory statement at the beginning of every subject is a very big step in the establishment of the *Curriculum Cymreig*, because it declares its importance. It is up to teachers to interpret it and the Orders generally and to develop theses within their own localities. Some teachers understand the concepts of the *Curriculum Cymreig* and have expertise in art and music - but these teachers are few in number. We will have to see how the profession develops the *Curriculum Cymreig* - then perhaps we will revisit it sometime to research the best practice and collect and present ideas to schools

The mathematics Orders, for instance are statutory in both England and Wales, so the statement referring to the *Curriculum Cymreig* appears at the beginning of the Orders in England too. How did Wales influence the process of getting things moving and getting things through? In the second meeting of the groups in England, we had been discussing the idea of making the *Curriculum Cymreig* statutory. Obviously, people would have to understand what it was before implementing it.

Before the review, CCW prepared several letters - nothing statutory, mind you - and schools were not obliged to consider it. As I said, during the second meeting in England, people started asking why they couldn't develop a specific dimension - a Cornish, Northern England or London dimension and why they couldn't have an element which reflected their local community.

I suppose when you think about it, it must have been because we were saying that the curriculum as a better one in Wales because it reflected the general nature of Wales.

The whole purpose of the review was to slim the curriculum down. The teachers should now take the Orders and develop them within their own localities. There will be completely different slants to the work in Caernarfon compared to that in Carmarthen. It gives teachers much more flexibility. With flexibility comes more push to be professional in place of details. That is, there was a wealth of examples in the previous Orders - that of course was why the Orders were so thick. You take those away and then you depend completely on professional skills to feed back into the bare bones of the subject Orders. Then you say, 'You have to do history, use local examples'. Then once again you have different examples of the *Curriculum Cymreig* in Caernarfon and Carmarthen. That's why people say that they can reflect local circumstances in Cambridge as well.

In the end, when the draft Orders came into be confirmed, there was a bit of an argument about keeping this part of the work in. Then it went into the document in Wales and then into the document in England. When you think of it that shows is quite considerable Welsh influence. This was not in the draft document it was only in the final document because of the response and the concern shown in Wales to the draft documents.

Like everything else in the beginning, the main problem was defining the *Curriculum Cymreig*. When it was first mentioned there was considerable argument and the main problem was defining it. Most people said that the main aim had to be to secure the language others said it was a reflection of Welsh historical and geographical nature of Wales, other said it was a reflection of recent economic and technological developments. It was defined in *The Whole Curriculum in Wales 5-16* and CCW was determined it would not just leave it there. It was not a statutory thing, it was just something that was happening anyway.

Inside that there was a section which outlined what it was: it could be the Welsh language; it could be a connection with what is done in the subjects which have separate Orders in Wales- history, geography, art and music; it could be the climate you get as a person living in Wales. That's how it was laid out: a reflection of the community; a reflection of the language; a reflection of the Welsh climate. That is consistent with one of the basic principles of the review which was that we would slim the curriculum down to what was compulsory; and then give discretionary time to teachers and to the profession to develop and decide what was necessary to include in addition to this.

3. Educational Power Bases

3.1 Whose schools?

Schools are the children's schools. We must concentrate on the needs of the children and the young people. It is vitally important that children come out of our schools at 16 and 19 with the necessary skills and knowledge to enable them to face the world as adults wherever their (and our) loyalties lie.

3.2 Current power bases

I remember Gareth Elwyn Jones saying once that we would become the most influential body over education in Wales. I remember disagreeing with him about it not knowing what the future was going to hold for us. Now I think that he was probably right! We continue to review the National Curriculum to include Religious Education, that is CCW's old role. We're also responsible now for assessment at 7, 11 and 14 (SEAC and then SCAA's old role). We're responsible for examination standards at ages 16 and 19 in every subject - not just for GCSE Welsh, and we're responsible for A Level and other external examinations. We also commission Welsh-medium and bilingual classroom-material. This is to aid the teaching of Welsh language; and the teaching of other subjects through the medium of Welsh; and to support other aspects of the *Curriculum Cymreig*.. Since April 1st, 1994 ACAC has control over four functions under one roof - curriculum, assessment, examinations and commissioning. At the end of the day, ACAC is the most influential body over education in Wales. ACAC is a partnership, not really a Super Power in Cardiff ruling everything!

ACAC is a partnership between the Welsh Office and the Inspectorate in Wales in laying down the statutory foundations to ensure we move forward in the curriculum and assessment processes. We in ACAC must always remember that at the end of the day it is our business is to raise standards and to broaden opportunities in school for our children in Wales. Without this there is no point in having the *Curriculum Cymreig*.

We have commissioned Welsh-medium and bilingual classroom material to aid the teaching of Welsh language, the teaching of other subjects through the medium of Welsh, and to support other aspects of the *Curriculum Cymreig* aspect in the commissioning frame. We have commissioned a series of books for GNVQ on caring and on tourism, for instance. Obviously, part of the specification has to include the Welsh elements and the Welsh agencies.

SCAA has no direct responsibility in Wales by now. Although, of course, we work closely with our friends in SCAA. The Secretary of State in England, Gillian Shepperd, has no responsibility for education in Wales except for teachers' pay conditions and perhaps teacher training. Apart from this the Welsh Secretary of State is totally responsible for education in Wales. By now, of course, he's developed his own policy -*Bright Future: Way Forward* the speech he gave in December. This lays out the policy for education in Wales for the very first time. There is a difference between Wales and England in that the Secretary of State for Wales is responsible for a great deal more than education. He is responsible for every department of the Welsh Office and so the tendency is for one of the ministers to take responsibility for education. However, all decisions go through the Secretary of State. Of course, every decision goes through the Secretary of State for Wales. This is very advantageous, of course when education overlaps with other things - for instance social services with children under 5. In England you have two departments - health and education but only one department in Cardiff. The overlap between training and education for children in their teens and perhaps there are three departments in England - education, employment and trade and industry. So really having a multipurpose Welsh Office is very advantageous.

4. Distinctiveness of the National Curriculum in Wales: The Curriculum Cymreig

4.1 Interpretation

From the beginning of National Curriculum discussions, people argued that there should be a strong Welsh dimension to the curriculum in Wales. The greatest problem was defining it. People argued and defined from different standpoints emphasising different aspects. Some said it should reflect the historical and geographical aspects of Wales. Others argued that it was a matter of concentrating on the latest economic and technological developments which reflected that aspect of the country.

We were aware of all the arguments that were going on about the exact nature of the *Curriculum Cymreig* when - in 1989 - the Authority produced a document to describe its nature. The document was entitled, The Whole Curriculum - 5-16. Inside that booklet an outline of the *Curriculum Cymreig* was offered by CCW. It explained that it could be the language; it could be a link within the specific subject Orders for Wales; or it could be the climate you get from living in Wales. That is how it was set out, a reflection of the community, the language, or Welshness. However, now it reflects the way Wales has moved from the beginning to the end of the 90s. That was part of the problem to be honest, the discussions progressed and everyone eventually more-or-less agreed on the nature of the *Curriculum Cymreig*.

I remember sitting in a conference in Llandudno when the question was raised. If you have someone in Newtown and someone somewhere on the Lleyn Peninsular teaching the *Curriculum Cymreig* it would be considerably different. It would be rather different because of the different nature of every aspect the locality. However, there are common elements even when the actual content is different.

The *Curriculum Cymreig* will be totally different in every school. This is the one thing that you cannot ensure consistency in. Every school is going to be different. So although the teaching profession know they have to present it there is an immense degree of flexibility to interpret it in the local context. Every school is going to be different.

The *Curriculum Cymreig* develops within the subjects. As it is easy to skirt across the surface, ACAC have drawn teachers' attention to local expertise - mathematicians, scientists, artists, musicians.

4.2 Status

The 1995 revision made the *Curriculum Cymreig* a statutory requirement for the first time. Sure, it was only a sentence in the introductory bit, but it is not something that a school just thinks about if it wants to - it actually is a legal requirement. Since 1995, the National Curriculum makes the *Curriculum Cymreig* clear, definite and statutory for the first time. It had been discussed previously but this is the first statutory recognition ever that such a thing exists in every subject. The statement appears in the Common Requirements section of every subject in the curriculum in both the Welsh and English statutory Orders.

The Curriculum Cymreig

In Wales, pupils should be given opportunities, where appropriate, in their study of (every subject) to develop and apply their knowledge and understanding of the cultural, economic, environmental, historical and linguistic characteristics of Wales (Common Requirements National Curriculum, 1995).

It is sufficiently definite to mark that it has to be done and it's sufficiently flexible to be interpreted by the professional. This statutory statement means that it is permissive, not prescriptive - meaning that teachers should introduce the Welsh dimension in their teaching 'as appropriate'. For the first time ever it has been recognised in every subject including mathematics. The idea was put up to SCAA and they had no objection to it at all.

So teachers can draw their own examples not from London, not from Europe but from their own particular locality - for instance the Conwy tunnel which is unique in the whole of Europe. The trick was to find a correct definition that was very short and could be put forward in statutory language and which could be summarised in about a sentence and a half (and I wrote it). It has captivated its exact position. It is statutory, but allows for considerable flexibility. This enables teachers to present examples not only from England or Europe but from their own community.

There are three questions which have to be addressed: Is there such a thing as the *Curriculum Cymreig*? What is it? Is it part of the National Curriculum? These three questions have been answered by this statement in the new curriculum. The next questions which probably have to be addressed are: How is the teaching profession going to develop the *Curriculum Cymreig* within this statement. For the first year, they will concentrate on developing the statement on the introductory page to each subject without really realising that this is the absolute foundation to it all. Has this been settled with the new Orders? How will the teaching profession develop the *Curriculum Cymreig* within National Curriculum boundaries? Statutory status in for Welsh Key Stage 4 will be re-gained in 1999. The reason for the delay until 1999 is that those will be the only children who will have been taught National Curriculum from when it was first introduced all through their primary and secondary school education.

4.3 Strategies for ensuring delivery

The interesting thing is, of course, that a similarly general paragraph on the *Curriculum Cymreig* is included in the Inspection Framework. This way you are not only ensuring that people are implementing the *Curriculum Cymreig* but you are also making them aware of the fact that they are going to have to answer questions as a school - staff, and governors on how it is being delivered.

4.4 School support

The Advisory Paper is available in every school. It was distributed to every school as an advisory paper. It gives examples of how the *Curriculum Cymreig* should be adopted. There is opportunity for OHMCI and ACAC to take advantage of the kind of Welsh educational network. Wales is in an advantageous position because the educational process is free of political influence. We always come back to the good relationships we have between everyone involved in the education process in Wales. It's a relationship to develop further - we started that way, and clearly we need to develop further along the same track. ACAC's good relationship with teacher unions, LEAs - we'll have to hold meetings with them regularly - us and the teacher trainers, and most importantly between us and the schools - schools individually is vital

I believe more and more in this network - the network together with the new structure and all of it founded on a statutory process. Schools will need more support. One thing that has ensured the success the CCW work from the beginning is their closeness to the schools in Wales. People just pick up the phone and come through directly to staff in a very high position here. It's a very healthy position for any national authority to be in if they want to move forward - a relationship which keeps the lines of communication direct and open.. The Welsh Chief Inspector's annual report is very different in tone from that of his counterpart in England. He is trying to support rather than criticise teachers in their period of reconsidering things. The kind of comments made in England about teachers and where schools are now are pretty negative.

5.0 Predicted Future Developments

5.1 National Level: General Perceptions

Of course, there are weaknesses in the system - and that is sure to be. Its only the first year and schools have not yet been through the whole process. We must reflect and evaluate this way and that before we can change again. That's the right attitude, I know it. I think this is the answer too. People need time now to familiarise themselves - they certainly don't need any more paper. I do not think we'll be issuing any guidance or anything like that.

We are on the point of publishing a video in partnership with SCAA which gives examples of physical education work. The video will be distributed to schools in England and Wales shortly. One of the schools chosen for the video is a Welsh-medium school. So one creates an ethos where the *Curriculum Cymreig* is a natural part of the daily life and not something that has been added on. One day we may go back to look at the best practice and collate ideas. Perhaps the next step for the Authority (ACAC) between now and the end of the century, is to take a challenging and rigorous revisit of each Key Stage to search for some working patterns. So that we can ensure that we have a curriculum where the balance is right and which is really going to benefit our schools. That's the next step, I think.

Obviously, we also see quite clearly the importance of developing that network as it first started. We always come back to this. The links us and the teacher unions; us and the LEA etc. We will have to meet these bodies regularly - us and the teacher trainers - that is the people who train our students; and the most important - us and the schools - individual schools. We will be in contact more and more with individual schools until the network and the new structure founded on statutory processes has bedded in.

Schools will need more and more support. One thing that has supported ACAC's work and ensured its development is our close relationship with schools. People out there are perfectly happy to pick up the phone and come through even officers on quite a high level. So the right relationship has been created between us and the schools to ensure that the lines are open. This is a very healthy position for any authority to be in to ensure it can move on. Yes, ACAC is in a pretty powerful, influential position in Wales to move things forward.

I believe that the greatest difference for us will be in In service training. We are already getting calls to fill the blanks in the training process. The number of Advisers in the new authorities has been drastically cut down. Of course, INSET is not one of ACAC's roles. Our role is statutory where assessment and curriculum is concerned. We have to be totally clear about our relationship with LEAs.

5.2 Regional Level: Local Education Authority

This is explained in *Bright Future: the Way Forward*. It's clear that the new authorities will be smaller than the old authorities. It's up to each authority to develop its own role in its community. My own personal view is that the LEAs agendas will focus much more on standards, whereas previously, they tended to be more concerned with looking after money. The same agenda will surface in every service - raising standards, cost effectiveness, promoting further developments, tackling underachievement.

I am from a LEA background myself and I went through a reorganisation process in 1974. I think that obviously, resources are going to be an issue.

In a way the local education authorities - because they are smaller - are in a stronger position to do something. They have fewer schools to begin with. Some of the old education authorities were enormous and perhaps they did not always have the time to pay sufficient attention to all aspects.

LEAs have helped the assessment process by making it much more straightforward but in future they may not have the right staff in the right places to take the appropriate action. The Welsh Office will ensure that the LEAs understand the assessment process and their exact role in it. LEAs will continue to coordinate audit moderation and ensure that results are sent to the Welsh Office. ACAC must evaluate the nature of the relationship between us and our schools. Perhaps we will need to consider opening new and direct lines of communication with them. But as far as the LEAs are concerned it is obvious that they will continue to play a role particularly in coordinating the audit moderation processes in Wales. We must be very careful that they understand the nature of relationships. Officially, it's the Welsh Office and the Local Education Authorities who ensure that, for instance, the results come back to the Welsh Office. That's the line between them. By now, ACAC's line of communication is stronger with our schools.

B. INSTITUTIONAL, DEPARTMENTAL AND INDIVIDUAL LEVEL: PRACTITIONERS

6. Teacher Implementation

6.1 Monitoring Strategies

We do not operate as a monitoring body, we use information we get from the Inspectorate. Schools have to be given considerable time to incorporate the *Curriculum Cymreig* into their schemes of work and into their daily practice before they are challenged and questioned about its implementation. The main problem would be to find the right time to ask these questions. Now is not the appropriate time. We should have some sort of overview of how schools are developing it in about a year. That's my personal viewpoint. I really don't think we have to be that watchful so early in the process. Schools have adopted these Orders officially and they are statutory from last September 1995. Even now, we're only talking about 6 months.

How familiar could you reasonably expect schools to be with these in such a short time? I would seriously doubt if teachers have come to terms with the new Orders yet.

People during the first year will be turning to the elements in the actual Orders. They will not understand at the first the importance of the underlying factors set out in that front page. It will take a good year before they realise the crucial importance of these issues. Every one of these elements appear in the OHMCI Inspection Framework for Inspection as well. The Inspectorate say that they too will be observing very carefully how things develop for the first year. OHMCI are in the process of establishing a data base across Wales to incorporate every inspection report and its additional inspection information. They will feed all this information into a central data base under the different headings then they will come up with an exact picture of education in Wales. Therefore in about a year we will be able to have some sort of overview of how schools are getting on and what they are doing. In our report on the curriculum that is presented by key stages, we address the *Curriculum Cymreig* and Welsh Second language. We used statistics by the Inspectorate. We depend on them.

6.2 Delivery of change

The whole purpose of the review was to slim the curriculum down. To some extent its up to the teachers now to take the Orders and to develop them within their own localities. That is the opportunity that the *Curriculum Cymreig* offers. The *Curriculum Cymreig* offers professional freedom because it is different in Newtown from what it is in Caernarfon. Yes, the main purpose of the review was to cut down on the curriculum and offer more flexibility to teachers. So you expect them to be more professional in building around the general *Curriculum Cymreig* statement. You have to depend on teachers' professional skills to develop the mere skeleton of the it. In Welsh history, as in everything else - they need to use local examples to confirm and support the Orders.

6.3 Level of improvement

There is a definite enthusiasm and readiness in teachers to develop the *Curriculum Cymreig*. The drafts we have produced on the *Curriculum Cymreig* have been drawn from observing teacher discussions in our consultation conferences. We'll have to see now how the profession will develop it. Perhaps we'll revisit it sometime to research the best practice and to collect and present ideas to schools.

We have a total of four definite roles, curriculum, assessment, examinations and the fourth role is commissioning Welsh materials. ACAC is very aware of the *Curriculum Cymreig* in the commissioning process. Specifications state that the producers have to consider Welsh aspects and Welsh agencies in their work. We are very aware of the Welsh dimension when we develop exemplary and test materials. Names and place names are always relevant to Wales. That has always been so, of course. In this discussion we are focussing mainly on the *Curriculum Cymreig*. This reflects Welsh needs especially in the tests which, during the last year, are proving to be a stronger element. In the English test last year many teachers said in the feedback that the context of the test was very English and that the writing style was also very English.. So, in response to that, this year we had to ensure that the same thing didn't happen again. This may not reflect the *Curriculum Cymreig* directly, but it shows the good balance between Wales and England. Things are being developed in parallel - for instance Key Stage 3 non-statutory tests. There are Welsh links in these too. In Wales, what we need to ensure is that the Welsh dimension comes across even when materials are initially the same. This kind of pattern is now being established - it is not directly to do with the *Curriculum Cymreig* yet it involves elements of it. We are always careful to ensure that the names we use when examples of children's work are presented are relevant in Wales.

6.4 Key to effective delivery

Teachers need time. Now, there is a great need to sit back. There was a huge push from the teaching profession for acknowledgement of their professionalism. So is giving them room to develop this without over-prescription.

We are not distributing anymore paper - we are giving teachers time to develop the *Curriculum Cymreig* themselves and we will see what happens. The Inspectorate works closely with ACAC and the Welsh Office to develop this kind of work. A CCW document went out to schools which explored the development of the *Curriculum Cymreig* as part of every subject. It is very easy to scratch just the surface. So in the trial we drew peoples' attention to local and Welsh mathematicians and scientists. ACAC appealed to teachers to look for examples of Welsh mathematicians and scientists, not just world famous people but of people nearer home as well. It is not as easy as it sounds to find Welsh people or people with Welsh connections. It is not clear how this will progress. ACAC may come back in two or three years time to look at the *Curriculum Cymreig* again and see if it needs to be developed further. - we'll have to see.

Everyone is working in partnership to develop the principle of the *Curriculum Cymreig* . It has been accepted right across the Welsh education system. Naturally it will take time to become established but everyone is working towards it.

INTERVIEW TRANSCRIPT 3a.

OFFICE OF HER MAJESTY'S CHIEF INSPECTOR

Staff Inspector: Welsh

*The interview was conducted at 9.30am, 24th January, 1996
at the Office of Her Majesty's Chief Inspector, Wrexham.
Duration: 120 mins*

A NATIONAL LEVEL: PROMOTERS / POLICY MAKERS

1. Parallel Development Between Equivalent English / Welsh Agencies

1.1 Equivalent English Agency

OHMCI in Wales and OFSTED in England

1.2 Key similarities?

The organisation is the same. OFSTED and OHMCI have the same structure and the two bodies operate in the same way in the context of their own countries and they both have an Inspection Framework.

1.3 Key differences?

We are very different. Our needs are different. Our organisations are very different. Here, I'd better start to justify being the same - I have to. O.K. sometimes the exception is that there is justification for doing the same thing. But usually, the norm is that we are different because we reflect reality, but that is not how it works. You do not have an education minister. They give responsibility for education to one person but this is not his only responsibility. Within the civil service, the Welsh Office is a fairly young department, compared with most. It must also be recognised that it has not the educational expertise - it is an umbrella department. It is responsible for roads and education and health and all manner of things. In England, you have a department which is responsible especially for education. You also have the specialists who deal with education and nothing else. We do not. You have less specialism of people dealing with matters across the board - how generous.

The Welsh Office depend on the Inspectorate for professional advice about education in Wales. Welsh HMIs have been instrumental in ensuring good practice, therefore, it is only the Inspectorate that can be depended upon in the education profession for professional advice. The Inspectorate can influence because of our specialist knowledge and because the Welsh Office do businesses not really have anyone else's opinions available to them, so therefore they have to depend heavily upon our opinions. We give advice on which Section 21 educational projects have most merit. It means a lot more work but it is one way of influencing and it is a chance to support the *Athrawon Bro* system. Bids have come in from all new counties with the exception of one. I have to go through them all. Who else can give advice as to which educational projects have most merit and should be supported before others? - only the Inspectorate. We say, 'This is the one that should have priority here'. Initiatives for developing Welsh Second language like the *Athrawon Bro* service, Welsh language centres, Glanllyn and Llangrannog are funded through Section 21. Several meetings have been held regarding this. I went to a meeting between him and UCAC and he of course accepts their contribution and responsibility. 'We're in it together'. In an odd way, this is the strength of the Inspectorate, we stand or fall together and are a team working towards the same aim. There are far more of them.

Different elements of government policies pull in various directions. Money is being delegated to schools, yet with standards rising - particularly in Welsh Second language - there is a need for central services like the *Athrawon Bro* to be financed in order to support further development.

The OHMCI Inspection Framework differs from the OFSTED Inspection Framework to a greater extent than previously. By now the differences between our Inspection Framework and theirs are significant. Some things happened traditionally in the area of primary school inspections in Wales which did not happen in England. A governor from Oswestry has written an introduction to governors on the Inspection Framework of England and Wales. He published a book last year that sold out and he now wants to do the same with the new Inspection Framework. He says that he much prefers the Welsh Inspection Framework to the English. He saw it as more

logical, and that there were some developments in Wales that England did not have. He had written to OFSTED, England saying that they should follow some of the things that we do, for example, meeting governors. As a governor himself, he sees this as a very important point. He says that some of the Registered Inspectors in England are starting to do this for their own benefit so that they can see the extent of the influence of the governing body, where, and in what way. How can they do this without meeting them? This was our argument from the start. Therefore, it is likely that OFSTED is beginning to hold meetings although this is not statutory in the Inspection Framework.

We wanted to ensure that we kept courtesy and uniqueness in the Inspection Framework in Wales. There was an effort on our behalf to ensure that we did not lose some of our traditional values, attitudes and methods of working. It has been a tradition in Wales to hold a post inspection meeting with the headteacher and staff as part of the inspection process. This was not so in England. But we felt strongly at the time that it was important to keep this and to build it into the Inspection Framework - and that's exactly what happened. We also believe that the governors' pre-inspection meeting with the Registered Inspector is crucial in determining the extent of the influence of the governing body. OHMCI did not include this in their inspection process either. Another totally intentional difference is our emphasis on the difference between performance and achievement.

OHMCI assert that the emphasis in lesson observation is standards in the context of the individual's ability and background. OFSTED focus on performance and achievement and there is much more emphasis on comparing children with the national norms. If we look at the Inspection Framework for England (class evaluation Form 1 and 2) under standards, where we have 'performance standards' for the individual, they have 'Levels of achievement'. It was faulty on the early Welsh forms - 'standards of achievement'. It was incorrect. It has now been changed. You do not go into a lesson to make a comparison with national norms with achievement or else every special needs class will get 5. This makes no sense. Therefore, our emphasis when visiting lessons is on the accomplishment of the individual in context with his ability and background etc.

In England, under this section, there are two parts namely performance and achievement. It is certain that you state what the performance of the pupils in their class is and secondly how they compare with the national norms. Then OFSTED does this in every lesson. We do not do this although it is necessary to have a reference to national achievement but this is at the end of the day when subject specialists have to say, right, after looking at the school throughout the week, having seen the standards, the teaching and learning, we are of the opinion that we are to compare this with the child's ability. Therefore, there is a reference, when discussing standards generally and there is a need, at the end of the day, to compare with the national norm. But this does not get half the emphasis it gets in the English one.

There was an effort on our behalf to keep the idea alive that there was a professional and close educational relationship between inspectors and schools in Wales.

1.2 Nature of parallel development

OHMCI work closely with OFSTED and each is represented on the other's committees. OHMCI is free to interpret the common remit in its own way as long as it can show categorically that it is the better way. OHMCI and OFSTED co-operate and decide the extent to which they follow along the same path.

There was a time when they were closer than they are presently because there was less pressure of time. English HMI were the largest of the bodies and they invited Welsh HMI subject specialists to join their subject panels. It also worked the other way but to a much lesser extent. OFSTED organised the agenda and if Welsh HMI wanted to place a Welsh matter on the agenda they had the right and freedom to do so. Welsh and English HMI co-operate on particular assignments particularly on the formulation of the initial Inspection Frameworks and on their review. OHMCI and OFSTED sometimes work together on a school inspections.

There was a subject committee in English. There was always an English specialist from Wales, at least one, as a member of the subject panel in

England. Similarly, for maths - all of them, all subjects. I was inspecting in Pembrokeshire last week. There were two inspectors from England on the Pembrokeshire team.

They came over to co-operate with us on particular assignments. We went over to work with them. When the national primary review was undertaken in England and Wales, a bulky report was published on primary and secondary education in England - about 15 years ago. I remember going to Sussex when they started on the National Curriculum and trials of the Inspection Frameworks were required. I went with a primary team to Sheffield. There was much co-operation. We remain in touch, therefore, - similarly with the Inspection Framework. We still attend their meetings. We can see developments and can decide to what extent we wish to follow along the same path.

2. Agency Involvement in the Development of the National Curriculum in Wales

2.1 Shaping the original Orders

Teaching was not a political topic 15 years ago. That is when the government started to interfere in order to improve standards and quality. HMI, in their reports showed too much inconsistency regarding 'coverage', standards, opportunity, and expectations in subjects and between classes, schools etc. It was a natural development for the government to push for 'accountability' and for HMI to push for 'entitlement' in order to plan so that every child got an equal opportunity through a common curriculum for everyone.

2.2 Shaping the reviewed Orders

The inspectorate gave advice to the Welsh Office and to subject and sector panels based upon evidence from the schools. HMI collected direct evidence from schools and influenced the process fully by sharing its professional, specialists knowledge. HMI gave advice based upon evidence from schools to the welsh Office and to all subject and sector panels. The Welsh Office depended on HMI for professional advice. This meant that we shared our

professional, specialist knowledge, and had influence. They had to depend to a great degree on our advice.

2.3 Reasons for distinctiveness

Wasn't a formal school English in nature? School was an English system. You spoke Welsh at home. You went to school if you wanted to get on in the world, and learnt English. That was the reason for the Welsh Not. There was a lack of respect towards the language and the country itself. We are a small country. We live next door to a large land with a national language. There is an inferiority complex. It remains today doesn't it?

I had an aunt who spoke perfect Welsh. She came from Drefach Velindre. She wrote letters to me in broken English. Her English was atrocious. Her spelling was atrocious - no grammar, none at all, but she had never learnt how to write in Welsh because English was the written language in school at first.

Awareness of the importance of language and culture, the nurturing of self confidence as a nation, establishing national institutions, library, museum etc. establishing the Welsh Office. All this is part of nurturing awareness and realising that we are a nation. We are their equal, no better, no worse. We have a language, we have a culture. We have to keep this. We now have an University, therefore, why does the education system in Wales have to be totally English. Doesn't the system in Wales have to reflect the country? It should not be some kind of implant of another country.

Gruffydd Jones' Circulating Schools - it was not awareness of Welshness that made him go around establishing schools - what he did was preach the gospel. Religion was his stimulus not the rescuing of the Welsh language but he realised that if we want to save these people and win them over to be Christians, then we have to speak their language. Therefore, it was not awareness and the saving of the language, but that was a by-product. What was important for him was the saving of their souls. Therefore even then, Welshness was not the main debate. The tragedy is that the awareness of the importance of language and culture in the system has increased. The

system and society are now running at cross purposes with each other instead of running parallel, this is now the problem. Welshness developed too late and that by then the Welshness of the Community had weakened. If the development of the Welsh dimension to the curriculum had happened when the local communities were busy cultural entities, they would have sustained each other. Who knows? Have we realised in time? Who knows? Who would think that things would have developed in Gwent as they have done. I wouldn't, I would have said, 'Well, forget Gwent, cut it off, let it go the other side of the border' - but it has happened there, so it could happen anywhere. Had the system and the community been in accord with each other 50 years ago, then there would be no problem, would there? People spoke Welsh then, and they were taught in their mother tongue. Yes, as I say, the tragedy is that Welsh in the community has deteriorated and consciousness of the importance of language and culture in the system has increased. They now oppose each other whereas they should of flow together side by side.

We now see why we have Menter Cwm Gwendraeth and Menter Taf Elai, because Welshness is now something confined to school. They are taught through the medium of Welsh, studying their subjects through the medium of Welsh. Then, they go out through the door and they socialize in English. The wheel has turned and this, to me, is the pitiful plight of the situation in Wales. If the two things had happened simultaneously, there would be no problem defending the language etc. The two happening simultaneously would have sustained each other. But that is not how it happened. As the language and the use of the language declined so the awareness of the importance of Welshness in the educational system has increased. Therefore, we have attempted to redress what was then left undone. I remember it starting 18 or 20 years ago. There was a feeling that something needed to be done centrally to support Welsh. If we were serious about Welsh then something had to be done, not just talked about. There was a need for financial support. Therefore it started with 'We will support the provision of teaching resources and training etc.' In the first circular the aim was resources not the payment of salaries because salaries would take up so much money that there would be none left. When this circular was published, the reaction of most people was 'We want more. If we get the people, we will produce resources'.

Resources were not the problem, it was the need for people to go into schools to ascertain the needs. It would be possible to produce resources through these people. Therefore, gradually under pressure, the system was relaxed and by today I'm sure that more money is spent on paying salaries than anything else. Of course, at one time, most of the money went to the L.E.A's but any organisation in Wales could send in a bid when the Welsh Office was totally responsible and reliant upon us (SPAEM).

They had no-one else, there were hundreds of bids received from everyone, mainly from the LEAs but also from organisations, teachers, subject associations, individuals if they had a project. If they could prove their worth, then they got support. This, then, was the position. Some systems like the *Athrawon Bro* developed and students received patronage to go on courses to Glanllyn, Llangrannog.

Once you start giving support in this way and realise their importance the result is repetition year by year. Once a project is supported to produce materials over a period of 3 to 4 years, then more and more money is tied up so that less money is then available for distribution to new projects. The aim of the Section 21 Grant - I remember the term 'Pump Priming', that is, pump priming in the context of developing something new that had not existed previously. This was how it developed and continued. We had quite a bit of say in what received and what did not receive financial support, and on the whole, our views were accepted.

Finance for camps was received by each county. Any money left would then be distributed for other things. 'Right, this is the amount left, and there are 8 counties - share it out according to county size'. Therefore, although counties asked e.g. Clwyd asked for £20,000 they received £8,000. This was the system until ACAC came into being. There is no doubt that movements such as Cymdeithas yr Iaith contributed towards this. The previous generation would never have done things like that, but the young were prepared to do so. The young led in that they stood on their own feet. If these were prepared to stand firm, then the middle-aged (although some of them

were not prepared to break the law, they were ready to support), some were prepared to take action, to join them, some we know about, others said I wouldn't do it myself but I know why they do, and I support them.

Welsh was now being dragged into the awareness and self respect which grew. Then came the founding of the first Welsh school with Norah Isaac- the manifestation of self respect within the community and of Welsh as a medium for education. When it first took place, the Welsh schools movement was a middle class development. Welsh-medium schools used to be middle class institutions - Grammar schools through the back door. In the beginning they were attended by the children of the elite. (That is what Norah's school was in Aberystwyth - middle class. But by now, you cannot say that Bod Hyfryd school is middle class, can you? Half of them come from Queens Park). Welsh schools changed from appealing to a few to appealing to the whole society once the working class of the Rhondda Valleys began supporting them. Although the parents has lost their language, they wanted their children to benefit from Welsh-medium education. Fair play to the people of the Rhondda Valleys, they said, 'We've lost the Welsh language, but we want our children to learn Welsh - the attitude there is totally different to the attitude in Clwyd'.

3. THE POWER BASE

3.1 Whose schools?

The Welsh Office decides which way to go - similar or different to England. Now, if I was in that position I would like to extend this straight jacked and I would like to use the chance to opt out of the system as much as possible, to make them relax the rules but there is a tendency for civil servants to say, 'This is the way it is, and I stick to it'. I would be the worst possible civil servant, I would want to extend.. Yes there is a chance, - it is noted -, 'To be used exceptionally'. I would use 'exception' as much as possible. There is enough chance. Nobody would have thought in OM's time that Welsh as a first language and as a second language would be included in the National Curriculum. It is the Tory Government that has promoted this - it's incredible. However, freedom to diversify is used only exceptionally and as

long as there is a strong argument and obvious value to it. The government promotes certain developments by means of funding. There is much goodwill.

3.2 Current power bases

Within the system, ACAC sometimes has the freedom to say 'Right, for specific reasons, we feel that we do not have to go out to tender with this for specific reasons', and if this is logical it will be accepted. This could be a role that ACAC could play. They have the right. They have to decide whether the syllabus of each subject of the WJEC is acceptable or not. Therefore they have to agree every syllabus used by the WJEC whether through the medium of Welsh or English. SCAA used to decide whether the WJEC's syllabus for each subject was acceptable or not. Now that responsibility has been transferred to ACAC. ACAC is in a position of great influence, if the will is there to use it. It is early days yet. It is ACAC's responsibility to ensure that the awareness of the *Cwricwlwm Cymreig* develops. It also has to ensure that the necessary support materials are available for schools.

It is part of the responsibility of ACAC to ensure that awareness develops. It is part of their responsibility to ensure that the necessary materials which are essential to support the teaching are available, and they are aware of this. You have prepared for the system as it is at present, - with regards awareness - put the tools in their hands and given them materials. Then - the two pronged approach - ensure that the initial training takes into consideration this kind of thing. I think that the influence is in ACAC - an interesting point. I'm sure that they would suggest that their central resources panel should be dealing with this.

4. Distinctiveness of the National Curriculum in Wales: The Curriculum Cymreig

4.1 Interpretation

Welsh First language and Welsh Second language is the foundation to the whole process. The key to the whole thing is that Welsh is taught to just about every child in Wales. The existence of the Welsh language in official Orders changes the scene entirely. Now we have a first language that

everyone accepts. Then the separate orders for history, geography, art and music. With Welsh dimensions in all other subjects, giving a particular Welsh context.

4.2 Status

Not enough, not at the moment. I suspect that the *Curriculum Cymreig*'s status needs to be extended - yes, surely. How to achieve this is another question! When you include it in the curriculum and it comes within the GCSE syllabus - you then compel people to do it. It is one thing to compel people to do it, and quite another if they often do so unwillingly. I do not think it has a high enough profile at present. There is a need to give it more attention, - to put more emphasis on it. The important things have been done. The *Curriculum Cymreig* has been accepted and acknowledged as an important part of the curriculum. It is included in the documents and it is statutory, therefore it has to be done.

I was recently in a college where they were working to the English A Level history Order. Sometimes, schools and colleges decide that they would rather follow the English Examinations Board syllabus. It does not contain the Welsh Curriculum. Schools are free to choose. Several Clwyd schools have nothing to do with the WJEC in many subjects. They go to other boards because their syllabuses appeal - although this means more money. They have to register with the WJEC and the other bodies. It is a complication in that they can opt out of GCSE and A Level and go somewhere else. This undermines status, doesn't it?

Ensuring that everyone takes part throughout by learning Welsh as a mother tongue and Welsh Second language is a means of acknowledging the language's place in the curriculum of Wales and in the life of the nation generally. This, coming from a Tory government in England is unbelievable. They are giving status to Welsh in Wales. An important step because you and I both remember, especially in second language schools, how it was necessary to justify teaching the language.

Until they started playing about and ceasing to make it compulsory at Key

Stage 4, it was compulsory throughout the system. Hopefully, there will be no hitch in 1999 and it will return. I used to teach here in Grove Park. I had to defend the subject as well as teach it, I had to defend it in the curriculum. 'Waste of time learning Welsh, Sir'. This has now gone and the Head only has to say 'It's in the curriculum'. - end of story, end of argument. It has taken a great deal of responsibility and worry from heads' and teachers' shoulders. They do not have to justify. The justification is there. It is in the curriculum and everyone has to do it. Before, if you wanted to avoid it completely all you had to do was move a child from place to place. In Aberystwyth, I remember going past schools around the town and then going into the school in the town itself (as there was not much Welsh there), going past the village school in order to avoid Welsh. By today, there isn't a school, status and self respect is what is now needed.

One thing has risen recently in the context of our Inspection Framework - we should be strengthening the reference to the *Cwricwlwm Cymreig* - at present it is referred to in the introduction to the subjects section so that it is seen as being cross-curricular - and although there is a special place for it in subjects like art and history, geography and music etc. it can also come in to other elements - that is, you can have a *Cwricwlwm Cymreig* in English in the literature and your choice of literature and choice of themes, I'm sure there is a weakness here.

4.3 Strategies for ensuring delivery

The present Inspection Framework does not give sufficient status to the *Curriculum Cymreig*. The new Orders and the new Inspection Framework ensure that it is given a more prominent place. The message is that it must be acted upon. This makes schools aware of the fact that they (staff and governors) are going to have to answer as a school on how it is being delivered. This is a way of ensuring that it will be implemented. The question is how? More attention needs to be brought to it - more emphasis placed upon it. There is a need for positive discrimination. This has to occur on a national level in Wales. That is the quickest way to influence and change practice is through assessment, and that is actually happening through the SATs and GCSEs.

4.4 School support

The allocation of GEST funding is a conscious attempt by the Government to connect funding to curriculum development. They can see what's important - what's weak, and they then target these. An important word by now - targeting funding with the aim of strengthening weaknesses in the system. It has happened to some degree. The Welsh Office target weak areas with the aim of raising national standards and strengthening weaknesses in the system. It has happened to some degree. A high percentage of funding has been allocated towards non Welsh-speaking teachers when they start teaching. INSET has been good - it has given the teachers both the language and the methodology. If teachers are to meet the demands of the curriculum, then there have to be resources, and there have to be teachers. It is necessary to send those who do not speak Welsh on courses. Most have responded favourably, thank goodness and training has been a success at Key Stage 1. The Welsh Office provide specific funding for improving teachers' language to enable them to deliver the National Curriculum. They produce history material in Welsh and English side by side, an attempt to provide material in English which deals with Wales and the Welsh dimension. This is an important part of their brief I don't know how much has been done. There is a panel committee to identify music needs. Whether the panel aware of the needs of the *Cwricwlwm Cymreig* in music is another question. I don't know.

By now, the only thing left in the Welsh Office is the funding that goes centrally to the LEAs and GEST funding. The rest is concerned with the development of Welsh-medium subject resources across all subjects and with training courses, all of which has gone over to ACAC. Therefore, by now, they have substantial sums of money. The rest goes to ACAC. This is the second year of this system. They then go through the whole process of calling people in on committees. Think of the work we did as an Inspection body as something additional by now. The rest is the money that goes directly to the LEAs. On the whole, it tends to be for *Athrawon Bro*, camps, centres for late-comers and also, as happens in Clwyd, the meeting up of Welsh speakers once a week. The counties are organised centrally. That is to our advantage.

The targeting of Welsh Second language is an example of this, where you have to depend on a high percentage of non Welsh-speaking teachers when they start teaching. Therefore funding has been targeted towards this. On the whole, INSET has been good. It has given the language and language methodology to teachers at the same time. To be fair to Clwyd, I have heard nothing but praise from the teachers who have attended the courses. This I think is the picture in general nationally. This would be an example of the curriculum stating one thing, with training through the LEAs with funding from the Welsh Office in support. The use of the funding and quality of the In-service provided varies from county to county. As in life, there are some who develop of their own accord - investing their own money and suffering in the long run.

This was what Gwynedd did. They were more or less paying their own people so that LMS came and disseminated central funding, they had no money left to pay. The same is also true of Dyfed where *Athrawon Bro* are under threat. This is true of half of the ones in Clwyd, half being paid by the County and half by the Welsh Office. Gwent defined their Welsh Second language targets then prioritised the funding and structured the process very tightly. Training by *Athrawon Bro* and implementation by non-Welsh-speaking teachers was staggered across the county. They started from nothing and managed central funding excellently to produce miraculous results. In Gwent everyone gets funded from central funding therefore they are not under threat. There is, therefore, some unfairness but it is perhaps a good example of a relevant central policy for Wales resulting from the National Curriculum - stating 'This is the Syllabus. This is what you have to do. This is the definition of standards. These are the levels and so on'. Then the Education Authority says, 'How are we going to meet this - the method, introduction, methodology and the contribution of the authorities and the *Athrawon Bro* in an area where they started from nothing as in other counties.

Now there is just one body in Wales dealing with assessment, curriculum and commissioning materials it is possible to manage the funding flexibly. For instance, materials produced to promote assessment at Key Stage 1 (and financed out of assessment funds) one year can then be used as curriculum

material for everyone. This is common sense - being flexible in order to use funds effectively. This is the answer that you cannot get today because what you have is an assessment board. But ACAC can say now 'As an agency you have been elected and chosen to prepare assessment materials or curriculum materials'. Also, materials can be used to promote assessment in Key Stage 1 and then used to promote change through becoming curriculum material for everyone. Headteachers, deputies, curriculum leaders and phase and subject teachers need to network and work together to support each other's improvement.

5. Predicted Future Developments

5.1 National Level: General Perceptions

The people making decisions will have to be very definite that the step has been taken. The *Cwricwlwm Cymreig* is a part of the National Curriculum. Therefore, it cannot be denied. You can use the same system to promote the *Cwricwlwm Cymreig* because they prepare, not only Welsh materials, but English medium materials which also deal with the *Cwricwlwm Cymreig*. When you abbreviate you are sure to lose the detail and there is in detail, isn't there? It gets watered down and this is a danger in Wales. The *Cwricwlwm Cymreig* has to be totally explicit.

The *Cwricwlwm Cymreig* should be part of defining the brief of panels identifying subject needs. It should be included in the requirements of the Welsh Curriculum for every subject although it is questionable whether it is. I was on the panel for identifying Welsh needs. I don't know what's happening in the other subjects. This should be a help to raise awareness and to make people realise 'Right, we're serious, the *Cwricwlwm Cymreig* is in the curriculum. Are we ready to give funds to support it?'

Between the both of us, and that machine, I think that at present what ACAC needs to do is gain self confidence. They tend, at the moment, not to be self confident - and this is understandable because some are feeling their way in new posts, especially on the assessment side. The Schools Council existed before - the CCW. Therefore they have some experience of acting curricularly to develop the curriculum.

All the assessment was done in London, that is what is now new to them. They are feeling their way regarding this and they therefore have to turn towards SCAA for guidance and direction. When they get enough self confidence and enough specialisation to stand on their own feet (and hopefully this will soon happen) they will then be in a position to lead rather than follow. That is what I hope because I argued for the setting up of such a body in Wales which has the whole responsibility. They have a huge potential when you think that the whole curriculum and all aspects of assessment right through the system 7, 1 14 GCSE, 'A' level is all there are all there as one body; the opportunity to develop curricular aspects and assessment to blend with each other and to moderate one another's work then you go to committees like I do

When you form a new body, you often receive the people who were on the old body. There are some who were on the old body who do not speak Welsh. Of course, they are still there, some of them in key positions. Some have made a successful effort to learn Welsh and have succeeded and this is a point they must face. The reason for their existence is that they operate differently in Wales from SCAA, and because of the Welsh language and because there is the *Cwricwlwm Cymreig* and because there is the Welsh element. If they do not acknowledge this there is no reason for them to be there. I'm sure they accept this. When the next review comes, perhaps this is something that needs strengthening because I think it has been hindered somewhat - therefore there is a need to ensure that it remains and is strengthened.

Here is an example in the context of this year's Welsh SATs - the need to develop reading material for Welsh First language at Key Stage 1 that they had last year. This is a curricular matter, not assessment, this is where we draw the line. Therefore things are not all that black and white. If you want materials on a particular level to do a particular job of assessment why not do so. And if it means that you have more materials on specific levels for children to read, what's wrong with that?

There is no magic wand, the process will take time. It has taken time for Welsh to win its place in the system. It will take time to raise awareness of

the *Cwricwlwm Cymreig* and for what is available in Welsh at the moment to spread throughout the curriculum. I think it will come. It will be in GCSE and 'A' Level.

We must ensure that the *Cwricwlwm Cymreig* has a place in the initial training of teachers. This is extremely important. The ball is therefore passed back to the colleges regarding their degree courses so that people have the particular knowledge that they will need from the start. If we can aim more towards initial training this means that some then come in every year. That is where it needs to be done. Remember, you can do nothing about students who are educated at Oxford or Warwick. However, you would think that, as an important part of the study of the British Isles, the history of Wales, Scotland and Ireland would be of interest. They are what they are because we are what we are. Yes, since 1995, students who want to teach through the medium of Welsh get money to attend specific courses which improve, correct and develop their use of the language.

The history of Wales and England interconnect in this way. How can they do English history without Welsh history. This argument is expanding at the moment and this reminds me of a paper which Billy Raybould wrote years ago which argued logically that Welsh should be taught in England. We are talking of a language which is in everyday use and which is very much alive in the British Isles.

Isn't it more important therefore that people in England, who will come to Wales, learn Welsh instead of Spanish or Italian, that they learn Welsh and about Welsh aspects. This is totally logical and the language is a part of our history and government which makes us what we are. I thought Billy (Raybould)'s paper was excellent, it was not propaganda, there was no flag waving but logical arguments. Of course logic is worthless against prejudice. If you are against, well, there you are, you don't accept logic do you?

The same was true of history in the universities and this means that the people who lecture might know about Welsh history and they might not. That's the kind of thing that takes time. By now you have the Funding

Council which can give money to support, not depend on goodwill - we don't say we're running the courses 'Come if you can.' 'We offer you £1,200 but on certain conditions. If you don't keep to these conditions you won't get the money'. That is how I see things going - but there is a long way to go and I won't be around to see the end! This is the kind of practical thing that can happen from day to day to develop awareness of Welsh across the curriculum. We can do the same with the *Cwricwlwm Cymreig* and say to the college 'Right, we'll give you special funding to develop the *Cwricwlwm Cymreig* in your training.'

The next question is how will the system react- chicken or the egg. what comes first - are we going to say 'Well, we won't do anything until the awareness amongst most of the population has been developed'. You will have to wait for ever, therefore, some things have to be done in order to raise awareness and I think this is a step in the right direction which we can expand on in the educational field of the *Cwricwlwm Cymreig* as well as language across the curriculum.

It is not so clear as to who is responsible - the problem of language across the curriculum has been with us since the times of Bullock. I still think that Bullock was a classic but no-one seems to know much about him now. Someone came here recently trying to come to terms with spelling. I said, 'Did you know that there are about four pages on spelling in the middle of Bullock that discusses spelling in a common sense methodical way from beginning to end. It suggests methods and its only about four pages'. But you see, that's the whole problem - who in the school is responsible for language across the curriculum in both Welsh and English? By the same token, I ask who is responsible for the Welsh dimension. Someone should be or it will never develop fully. The leader must pull everyone together to ensure that there is action across the subjects. Someone needs to ask the right questions or everything ends up as bits and pieces - just learning the language or learning a bit of Welsh history. Someone needs to have responsibility for the *Curriculum Cymreig* throughout the school - an overview, so that everyone is working towards the same aim.

Trying to change everyone in the system is a daunting task. That is, even with the most effective INSET in the world it will take ages. It needs to be done, and attention needs to be given to the *Cwricwlwm Cymreig* in the training and where subject training is changed. This is noted. It is sure to happen, it must happen. There is much emphasis at present on using Welsh in the society - it's perfectly true. I know that Phil Williams is an unfortunate product of the system. He had some unfortunate experiences when going through the system. He rebelled against compulsion etc. and his ideas are, by now, rather prejudiced, but taking this into consideration, he has a point, and we cannot just sweep the difficulty under the table.

We produce children in school who discuss geography in Welsh then walk out saying, 'Hello, how are you' outside the door. Why? They can discuss icebergs and valleys and all manner of things - and they can't say 'Helo' in Welsh or they choose not to. There's something wrong somewhere. Yes, that is the big contribution of Menter Taf Elai, Menter Cwm Gwendraeth etc. Awareness of this problem led to this, you're going back 18 / 20 years and the realisation that the Rhydfelens of this world produced these children but there was no use made of them in the community. We offered money which we had in what was called the research grant which we could use for developments. It has disappeared by now. Various societies working in the community with young people, like the Young Farmers, were offered the money to operate in Welsh in the Welsh areas but in English in other areas - money so that they could develop their activities through the medium of Welsh. Youth clubs associations and all kinds of societies which worked with young people - 'We'll give you money to appoint a person to develop activities through the medium of Welsh that is, one person working across a number of societies so that they can establish and hold activities through the medium of Welsh so that pupils who used Welsh in school could also use Welsh in the holidays and at work.'

Now, 18 years later these things are here. Pontypridd College - I was looking at Welsh for adults but someone asked me to look at the business courses Business Studies - in the college through the medium of Welsh. There were 12 - 15 of them. They had been inspected before on behalf of the Business

Studies subject but they wanted to know my opinion about the level and use of Welsh and the quality of the use of Welsh and of the students. I went to have a chat with the tutor - there were two sitting down, mature students - two girls - I went to them, chatted and got to know their background - they had been on Basil and Ken's course for 3 years learning Welsh - excellent oral language, discussing everything to do with the course in Welsh, no problem, lovely personalities, having mastered technology, that is, word processors, able to use Welsh, with accurate written Welsh.

I then went to the others - the products of bilingual schools of Rhydfelen, Glan Taf, Llanharri - their speech was not as good, neither was their attitude. O.K. - you are comparing those who want to make the most of their chances with those who have come straight from school and don't care - their oral and written work was more inaccurate and they had been in the bilingual system for 12 years from 4 - 16 years of age. These have been for 3 years with Basil and Ken at Glamorgan University - right - perhaps I'm not comparing like with like, perhaps these two girls are very able and you know that it isn't the very able who usually do Business Studies in school - there is, perhaps a difference here but it makes you think doesn't it.

The only real answer in the end would be that all the *Athrawon Bro* systems in Wales should be financed through Grant 21 but this would mean spending more at present to the level of the national figure. Say that half of the *Athrawon Bro* are funded by central funding and the other half by the authorities - if it all comes from the centre that means that you double your contribution. There isn't the money to do so, that is, there needs to be a cut in civil servants in order to take a penny from the income tax before the next election, therefore everything has to suffer.

We have HMI reports on the effectiveness of *Athrawon Bro* - several, by now, which show how important they are for several reasons. It is something new and different which meets the special requirements in Wales to present the language according to the requirements of the National Curriculum. Their influence and effect on Welsh standards should be carefully assessed.



There are some schools who still work to the requirements of the English Curriculum as if they are unaware that the Welsh ones are different. One thing has recently been raised in the context of our Inspection Framework - should we be strengthening the reference to the *Cwricwlwm Cymreig* - at present it is in the introduction to the subject section so that it can be seen as something across the subjects - and although there is a special place for it in subjects such as art and history, geography and music etc. it can also be brought into other aspects - that is, you can have a *Curriculum Cymreig* in English in the literature that you choose and your choice of themes - I'm sure that this is a weak point. The teaching of Welsh has been a success. Now is Key Stage 2 going to follow. We don't know yet. The challenge is greater. Perhaps there will be a need to change tactics.

Once you accept the language and culture you get self respect as a nation. We have our own history and geography, and music. It all contributes to the same thing. The Welsh dimension then becomes important, side by side with the development of awareness of nationality and respect for the language. If there is respect for the language, then why not for the *Cwricwlwm Cymreig*? It has all developed together. The big question is has the development been in time, or is it too late?

5.2 Regional Level: Local Education Authority's future role

I don't know if its role will continue because so much of its responsibility has gone from the authorities to the schools. I can only hope that this will be true.

B. INSTITUTIONAL, DEPARTMENTAL AND INDIVIDUAL LEVEL: PRACTITIONERS

6. Teacher Implementation

6.1 Monitoring Strategies

Through the inspection cycle - but I see that by now not enough attention is being given to it in the Inspection Framework.

6.2 Delivery of Change

But as we all know, there is a weakness in Key Stage 2 for historical reasons. I feel that they have been out of it to some extent. Assessment started at Key Stage 1 and 3, leaving them out. Now, that assessment has reached Y6 there is more hope that a consciousness of its true purpose will start to develop. Y6 will soon realise that they are an important link between Key Stage 1 and 3. Then they will start to talk - 'We want to know what's happening down there. We also want to know what's happening up there, because we are the link'. This will take time.

Perhaps we will have to wait until the National Curriculum and its assessment has worked itself through the system before people start to really understand the connection between one key stage and another. This is still the weak point in the system - all these link points. Certainly, between Key Stage 2 and Key Stage 3 remains a weak point and the purpose of the curriculum - one of the most important purposes of the curriculum - is to strengthen these weak points. So that there is a link between nursery school and Infants departments and infants and secondary. On the whole, the link between nursery and infants is better because they tend to be in the same school. There is still a long way to go with the others and as I said the link between Key Stage 2 and Key Stage 3 is particularly weak. The picture is mixed, patchy. There are secondary schools which continue to test children on entrance. They have just had national tests!!

There is a long way to go to see the whole system. I think one of the things that is wrong is the consciousness at the centre, that we lose out on training at the start in many schools although consciousness has not developed and they lag behind everyone else. The assessment process tends to be at its weakest in Y3 and Y4 and this is where standards are at their weakest every time. Schools say that when they have less effective teachers, they place them in Y3 and Y4 because they do not want to put them at the top - they hide them in the middle. According to the Chief Inspector's report this year, standards have improved in Y5 and Y6 as if schools have realised the pupils are going to go to the secondary school. Last year, the weakness at Key Stage 2 and standards across the board were mentioned.

Children get a good foundation in the nursery but they do not get a boost at the top. There is a weakness in Key Stage 2 for historical reasons and because assessment started at Key Stage 1 and 3, leaving them out. It is easier to raise standards in Key Stage 1 but the challenge is in Key Stage 2 because it is a long period, and able children learn quickly. We tend to separate Key Stage 2 into two periods Y3 and Y4 on the one hand and Y5 and Y6 on the other. Y3 and Y4 is some kind of continuation of the infants and Y5 and Y6 is a preparation for the secondary school. This theory needs to be developed.

Only a third of teachers in Wales speak Welsh. There is a great need for strong input for the rest in terms of training, courses, advice, materials. The system has to ensure that non Welsh-speaking teachers can keep up with the children and this is very questionable. The challenge, of course, - is that it is easier to do this in Key Stage 1 than Key Stage 2. Key Stage 2 is a long period.

Perhaps, then, we will have to consider different methods, and introduce an element of specialisation certainly in Y6 and perhaps even in Y5. This again shows our tendency to separate Key Stage 2 into two periods Y3 and Y4 on the one hand and Y5 and Y6 on the other. One is some kind of continuation of the nursery and the other a preparation for secondary. But this would develop the theory and identify it.

Perhaps we will have to wait until it works itself through before people start to see the connection between one and the other. In this way, perhaps there is an element of truth in what you say in this context. It is another question as to whether teachers would agree with what is contained in the National Curriculum, and , of course, it is important that we differentiate between what we call the National Curriculum and what's happening on the continent.

6.3 Level of Improvement

Welsh-medium schools have developed in anglicised areas where the levels of culture are questionable, so Welshness there is confined to the schools. How

much Welsh culture is to be found in Cardiff and Rhydfelen and places like Wrexham (come to that), I'm not sure. I'm not sure that it has dawned generally yet. In the meantime what is disastrous is that society has become Anglicised and the strength of the culture has weakened. No, the *Curriculum Cymreig* has not dawned yet. If this new awareness of 'Welshness' had developed in the education system while the language and the culture was alive in the local communities it would have been a tremendous time. The Welsh influence will not be sufficiently far reaching or penetrating because society has become anglicised and the strength of the culture has weakened. We can see why we have the Menter Cwm Gwendraeth initiative and the Menter Taff Ely initiative. Children are taught through the medium of Welsh, and study their subjects through the medium of Welsh. Then they go out through the door and socialize in English. The wheel has completely turned and this is, to me, is the sadness of the situation in Wales.

If the two things had happened simultaneously, there would be no problem defending the language etc. The two happening simultaneously would have sustained each other. But that is not how it happened. As the language and the use of the language declined so the consciousness of the importance of Welshness in the educational system has increased. Therefore, we have attempted to redress what was then left undone.

I was in a school in Pembrokeshire carrying out an inspection on good practice and they were introducing Welsh Second language to the bottom of the County for the first time in a primary school. They had been through the nursery and we were coming in to Y3. Not one of the school staff was Welsh speaking apart from the head - the son of the person who wrote the book 'The history of Dre Fach Felindre' by the way, as a point of interest.

Remembering the attitude of the father, remember, he was a good teacher, the son returned from England the year I left Dyfed. I don't remember him being appointed. I saw him once in the school I moved to in Wrexham. I hadn't seen him since and I went back and asked 'You're Mr. Rees' son aren't you?' He is the only one speaking Welsh in the school. There are two classes in each year. There are eight classes and one Special Needs class (nine in

all) and him and 10 teachers. The two women who teach Y3 received training last year and they now teach Welsh Second language. They have established the use of incidental Welsh throughout the school, and the two in Y4 are receiving training at the moment and will work their way up. There is a teacher who is responsible for Welsh as a co-ordinator and I had a discussion with her before I left. She teaches in Y4 and went on courses this year therefore I did not see much of her teaching. The teaching in Y3 is excellent and I gave them both Box 1 regarding their teaching and standards and spoke to the lady who is responsible as co-ordinator in English as she was not very confident.

I will never forget what she told me (I have quoted it in the report that I wrote) I wanted to ask her what the attitude of the children was - Flemish, Anglicised Welsh Background rather than English - 'Do you know I can't believe it' she said, 'It's as if they consider it an honour that you're teaching them the Welsh language'. Those were her very words. No axe to grind, she had very little Welsh and was new to the post. The reaction of the pupils to the fact that she was learning Welsh and was going to teach Welsh to them as she stated 'I can't believe what I'm hearing and what I'm seeing. It's almost as if they think it an honour, an honour to them'. Well, where do you go from there? The wheel has turned completely. The attitude has changed. The National Curriculum is now a significant step forward because it gives the language status and respect.

There was a tendency amongst teachers to jump on the current band wagon - the project method of working - accepting this without knowing why and how it was the in word. This is very dangerous. I've told you, I'm sure, about my visit to a school in Pembrokeshire, spending some time in the Headmaster's room, and on leaving, going into a class with him in front of me, and as I went through the door hearing him tell the class, 'Tell him you're doing a project'. In other words it's the in word, use it - without knowing why, how, or when -- misuse of a message. And this is what's been happening. Therefore, teachers tended to teach their interests. Of course, some children were lucky. But opportunities were not equal for children.

There is no doubt that the curriculum and the need to meet the requirements of the Curriculum in school and the assessment requirements has been a challenge. This has got rid of many weaker colleagues. Many retirements have taken place. Some conscientious teachers are stressed because the rate of change is so great they cannot keep up with everything. But many of them also thought 'Good grief, I cannot do this'. Many weaker colleagues have gone. Accountability is such an important element that it is no longer possible seep weak links under the carpet.

I think the concept is developing - it has to, doesn't it? When you start - national norms and comparisons of children's performance between counties and children. When you then talk of the norm - they are available at GCSE level at the moment. Sooner or later they will be at level 11 down to 7. In the press over the weekend - it's clear that the education minister in England is under great pressure to publish tables even for school with 7 year old children - she has not relented yet. She has promised the unions, but for how long? When you then talk of comparing the performance of your school with the performance of other schools not only in your county but in other counties and compare counties with each other, it is very difficult to avoid the idea that oh were all in it together, nationally and that there are national standards. But not all people are. It is a change of culture to them. They think 'This is my class, these are my children, it is no-one else's business'. Then they close the door and keep you out.. I think these doors have now had to open. I don't know of anyone who would argue in this way, do you? Perhaps there are one or two like the one who was questioned 'What about the National Curriculum?' Her reply was 'It won't catch on here'.

There are sure to be a few of these left, but I would think they are very few. I don't think they have much chance sustaining such an argument. But do they agree with the idea of a national curriculum? It will take time. I remember saying in the early days of the Porth series that it would take 10 years for the philosophy to penetrate and I'm sure it has taken that long. It will take more time for the National Curriculum to penetrate.

There is much freedom within the framework of the National Curriculum in

this country and it is certainly the teacher who decides on organisation and teaching methods. The responsibility rests far more on teachers regarding what and how they do here compared to other countries. I would say that development is very slow. I'm not sure - one of our big weaknesses at present is whether awareness of the National Curriculum is clear enough - that is, the *Curriculum Cymreig*. There are some schools still working to the English Orders as if they are not aware that the Welsh Orders are different. Some of our humanities specialists are very wary of the development. As with very many cross-curricular matters they do not get the same attention as subject matters.

Last year we planned a motivation incentives for students who want to teach through the medium of Welsh. This means that they get £1,200 a year to attend a course which improves and corrects and develops their use of Welsh so that they can teach their subject through the medium of Welsh. Of course, if you offer a student £1,200 he will attend! But they had to do assignments. We then attended Aberystwyth, Bangor, Carmarthen, Gwent. Nationally, 80+ students joined the training. They came for 3 Saturdays a year to Aberystwyth for the day and Ken Williams was responsible for the days when he discussed language.

Emrys and myself went there to discuss matters such as consciousness of language and the register, suitability of language, as well as correctness and incorrectness, a concept which was totally new to them. There was none there who had studied Welsh, only those who taught other subjects. The individual colleges prepared seminars for them - 1 or 2 a week. Bangor brought in Nia Royles to do this. There were 2 doing this in Aberystwyth and they prepared 3 written assignments. I went to Bangor to see 30 + of them. What a development! As I said, it started last year - the Higher Education Council identified this need from HMI reports and offered funding to attract students. It could become an integral part of initial teacher training which would be another step to expand provision. £1,200 if they came on courses and did their work, and there is no doubt that this attracted and occurred. On seeing the assignments, the third was better than the first. It is, therefore a help to develop Welsh across the curriculum in the context of the necessary

staffing resources. These students will teach all sorts of subjects such as physical education. There was one who had specialised in English. I don't know how they learn English through the medium of Welsh. Geography, history, science, chemistry, physics, woodwork, these are some who will go to schools more prepared regarding consciousness of language across the curriculum and the use of the language. This is what holds many people back - they don't think their language abilities are good enough. They can't correct pupils' written Welsh because they do not have the knowledge themselves. These are the reasons given for not doing, and this is the development which tries to improve the situation. A very recent development. The report has been written. It has gone to the funding council and Iola Tomos and myself will see them on the 2nd of February to discuss any questions. There is a motivation supplement to those who want to teach through the medium of Welsh and £1,200 incentive is offered. We have written a bulky report. The meeting will be in English as one person cannot speak Welsh. We wrote the report in Welsh and we wrote to them in Welsh only and they have prepared a translation and the discussion will be in English because one of their officers is unable to understand Welsh. There are the 'Topics identified for discussion' in this meeting on the 2nd February: 'Is it OHMCI's view that students had chosen to undertake the Welsh-medium course in part because of the supplement?' (Well, there's no doubt about that. They wouldn't go out of good will, - students!!) Do all students in Welsh-medium attend or only those due to enhancement. (Well, some of them were there, but I doubt whether they wanted to be). Should the provision become integral to the provision of all Welsh-medium initial teacher training? (Certainly, if it became part of the training of everyone who wants to teach in Wales, that would be another step to expand the provision). What roles might the partner schools undertake in the enhancement? If these are going to get their training in college, what is the school's partnership role? - development of the school therefore. How should the language enhancement course relate to other courses being followed by the teacher trainee? What other funding did the Welsh Office have in mind for the provision in total partnership? We criticise the fact that there is no funding to support colleges in the work that they do in the college. The money went to run the central course at Aberystwyth and thus was dependent upon the goodwill of colleges, that is, upon what they did in the

college itself. To be fair to Iolo at Bangor, he found funding from his own budget to buy Nia in. This should not be the case. This should also be covered. Do HMI have any comment on funding and infrastructure of a co-operative element which has been recommended?

This is an example of the Higher Education Funding Council identifying the need. The need has come from our report at the present time. Their professional work is being done by us. They buy us in and the Further Education Funding Council buy us in to assess the college in the same way that the Higher Education Funding Council buy us in to inspect the initial training provision, Iola Thomas is responsible for this.

The report has therefore shown that there is a need. There is a need there, then they take that, 'Right, what can we do? Right, we'll give £1,200 if they do this and that with the result that we've had a year when they got the money and the report certainly shows that this has had influence and will hopefully have an effect on the situation. Language courses for secondary Post graduate students, provision and quality of central courses, language enhancement courses in the colleges, primary / secondary supplement courses, other primary language courses, evaluating the future, the work of students that is the quality of their work, resources, funding the provision.

I know they have to operate within the system laid down by the Welsh Office - they laid down the rules didn't they? This is a restriction, of that there is no doubt, this business of tendering, that everything has to go to tender, market forces etc. This does not always take into consideration the publishing field which is so different to that in England. Again, following the lead of England, on the part of the Welsh Office, basing their rules on what happens in England. Market forces in the tendering process are restricting because publications in Wales mirror England - it does not make sense. In England you have large press houses with plenty of money and resources. In Wales, a small press having to keep 5,000 books in stock for 5 years is a huge tax on their resources. This is another example of an imported English condition. It is nothing for the large companies in England but it is an awful burden for companies in Wales which are too small apart, perhaps for Gomer Press.

That is the only big press in Wales which has much resources and finance. There are some medium sized ones and some small. The Lolfa has developed to be quite well-off - and then you have many who are so small that they live a hand to mouth existence. This, therefore, is another example of English conditions being imported to Wales where they do not make sense. - You therefore have two policies which pull in different directions, they have no answer.

6.4 Key to effective delivery?

Attitude is a strange thing especially in children - they can change suddenly. I have seen children go into a Welsh lesson with a hopeless teacher and hating Welsh - Ugh!! Then they have an enthusiastic teacher and they enjoy it - Yeh!! A complete turnaround in a term. Well, we are back to awareness. I do not believe that many people are aware. It isn't there, even in the Welsh areas where people take it for granted. You can't take it for granted that a school is aware.

Not many people are aware of the importance of links with the local community even in the Welsh areas. Schools must link what is done within school to the wider community and use their money well. People take it for granted and you cannot afford to take such an important aspect for granted. I remember headteachers who were well known poets and writers who competed in the Eisteddfodau and wrote books but who never read poetry to their pupils because it was something that happened outside school. Sometimes the local culture is left outside the school and is seen to have nothing to do with the education of the pupils. I remember when I was teaching in Carmarthenshire - extremely Welsh areas and I remember headteachers who were poets and writers who competed and wrote books. One had written the history of a Woollen Mill in Dre Fach, Felindre. This culture was left outside the school. Nothing to do with education. This was something to do outside school. Education, the three Rs - that's how it was, and very often they taught more through the medium of English than through the medium of Welsh although they were staunch, cultured Welsh speakers - poets, writers in their own right, competing in poetry contests and writing books in Welsh. But culture was not seen as anything to do with

school. This awareness between school and society hadn't dawned. Therefore, you are back to the first question, namely the awareness of the National Curriculum and within it, in Wales, the awareness of the *Curriculum Cymreig*, and that there is a difference. At least, by now, documents have started to appear in Wales highlighting this and there is something on paper which claims that you have to study a certain amount of Welsh history, this did not happen previously.

We should be seriously considering the kind of initial training that is needed to ensure that teachers can teach the language effectively in Key Stage 1, and ensure they can build on that in Key Stage 2. Many students go to English colleges so they will not have looked at Welsh aspects as part of their training. Where there was a choice to do what they were familiar with in college, if they did a special period at college - specialising, they'll do that. - I don't know much about the age of Welsh princes, we'll leave that then. In a way this reflects their initial training and raises important questions about training in Wales today to meet the requirements of the *Curriculum Cymreig*. How much INSET is there to meet the requirements of the *Curriculum Cymreig*?

You have a materials question. How many materials support the *Cwricwlwm Cymreig*? This has started to be recognised and the bodies, including ACAC have started to produce history resources specifically in Welsh. I'm sure that it is a weakness that no one is specifically responsible for cross-curricular things in school (it comes down from the philosophical to the practical). Who is responsible for language across the curriculum, the head of the English department perhaps with regards English, and the head of the Welsh department with regards Welsh. Teachers must understand that they have to convince people who are on the same level as themselves that they should do more than they are doing. Teachers should not be out there in a vacuum. We know the other arguments. It's as much as I can do to teach my own subject and contents - it's not my place to go after language across the curriculum, expression and accurateness and spelling etc.

What they say is - move the debate here. Then, if you get someone operating on a higher level - the headmaster or headmistress or deputy - who pulls

everyone together to ensure that there is action across the subjects then no-one says, 'Go to the devil, you're a head of department, I'm a head of department as well. I have my work, you have yours. In any case, it's your job to correct language and ensure that the children can express themselves in English or Welsh'. A practical problem can occur here. Perhaps a systematic problem arises in the school and the same is true of aspects of the *Cwricwlwm Cymreig*.

There is a need for someone higher than departments to co-ordinate the people responsible for Welsh, English, history, geography, art and music, and to say 'Right, we have something in common. Now we need a system throughout the school to decide what we are going to do, who is going to do it and how it's going to be done. So that people can see (and I'm a great believer in this) 'We're in it together'. In a strange way this is the strength of the Inspectorate inspection, The Welsh Inspectors stand or fall together and are a team working towards the same aims. When you talk of comparing schools and producing comparative tables - you are in a totally different ball game and standards will rise. Therefore the emphasis there is on understanding why and knowing how is more important than ever. That is why documents are so important - they don't say how but at least they say what. The question then is who makes sure that the how comes over. If it appears in SATs then schools will have to prepare for it or accept the results. They will not want to do that when it comes to competition for children.

INTERVIEW TRANSCRIPT 3b

AWDURDOD CWRICWLWM AC ASESU CYMRU CURRICULUM & ASSESSMENT AUTHORITY FOR WALES Deputy Chairperson

OFFICE OF HER MAJESTY'S CHIEF INSPECTOR Former Staff Inspector: Primary

*The interview was conducted at 10.00am
4th March, 1996 at the Metropole Hotel, Llandrindod Wells.
Duration: 120 mins.*

A. NATIONAL LEVEL: PROMOTERS / POLICY MAKERS

1. Parallel Development Between Equivalent English and Welsh Agencies

1.1 Equivalent English agencies

England:

- Schools Curriculum and Assessment Authority (SCCA)
- Office for Standards in Education (OFSTED)
- Further Education Funding Council
- Higher Education Funding Council

Wales:

- Curriculum and Assessment Council for Wales (ACAC); and the
- Office of Her Majesty's Chief Inspector (OHMCI)
- Welsh Further Education Funding Council
- Welsh Higher Education Funding Council

1.2 Key similarities?

In the end the structure of systems such as OHMCI in Wales / OFSTED in England and ACAC in Wales / SCAA in England are the same and they operate in the context of their own countries.

1.3 Key differences?

I think that what has happened since 1989 shows quite clearly that there are basic differences between England and Wales. There are important basic

elements in the system which, in my opinion, mean that we can do things differently in Wales from what they do in England within the fairly similar pattern shared by both countries.

Wales is a much smaller country and we are more homely in the relationships which exist between the different agencies in the education system. We work differently because our country is different and because of the good relationships which exist between the different agencies. In Wales, this has been so since the beginning. In my opinion, a much better understanding exists between the different agencies in the world of education in Wales and this has been so right from the beginning of the National Curriculum in 1989. Much more general agreement.

Recently, this has been revealed clearly in the kind of statement made by the Chief Inspector of Schools in England and the Chief Inspector of Schools in Wales. One harshly criticised the teachers and the other praised them for their progress while drawing attention to the aspects which need further development. We in Wales depend on our good relationships with teachers because they have to teach Welsh Second language even though only a third of them are Welsh speaking.

The political influence is remarkable. That is where the emphasis comes from for: national norms, comparison of norms, comparison between schools, comparison between counties. It is all for a political purpose. One great advantage we have in Wales is that we do not have quite the same degree of direct political emphasis as they do in England. So we do not really have to do this kind of thing - that is a very different situation in itself. The existence and importance of the *Athrawon Bro* system is something that is totally characteristic of Wales and also totally unique to Wales. It is totally different from anything that they have in England as far as I know. There is a structure in ACAC whereupon every subject has a needs analysis committee. There are 11 subjects and 11 committees to analyse needs. Each committee then prioritises the needs and the information is forwarded to ACAC's central committee. This process used to be managed by the Inspectorate. Then these prioritised needs go out to tender following

advertisements. ACAC says, 'We need 'x' send your tenders in'. Then they deal with the tenders and decide who gets the funding. They do not always go for the cheapest bid. They do go for value for money. Quality is very important. That's what happened last year. Then they decide, 'Right, these get the money this year'. Sometimes they get the money for two or three years. They then publish materials - some have done so this year. That's the structure that exists right now. When you think about it, all this used to be done by the Inspectorate. Yet, it is a good opportunity to develop things differently in Wales when you have the resources, the personnel and a system.

England does not have a similar needs analysis system which reflects the specific needs of the country. In Wales, of course, consideration is given to the importance of the Welsh language and all materials have to reflect this. We work differently because of country is different and because of the good relationship and understanding which exists between us. We have never had the kind of hatred and animosity which has existed in England, for instance in the context of the English language. In England there is, to say the least, an immense difference in the place of English in the curriculum in terms of: how it should be taught and what is important in the English language - essential elements etc. In Wales, we never had that kind of hatred over anything. It has been infinitely easier to disagree constructively in Wales than in England because of the basic structure. In Wales, certainly, there was healthy discussion but never fierce argument and never hatred.

In Wales, there was much more agreement about general aims. It is much more possible to operate on a basis of agreement in Wales again because it's a much smaller country. But really it is a much greater issue than that of size or area, it's more a question of tradition and tolerance for different points rather than hatred. This is totally characteristic of the way in which the different agencies in the field of education in Wales generally operate. Also, we have different Orders in Wales in some subjects. This too was accepted quite readily and that is very significant. That is exactly what I mean - this is totally characteristic of the situation in Wales during the last five years.

Additionally in Wales we have a common context in the *Curriculum Cymreig* itself. We have had this separate element and it only exists in Wales. This has been accepted nationally. Because of this we have avoided many unfortunate things that have happened in England. The fierce battle over the English Orders; the kinds of harsh criticism of teachers; the kinds of disagreements on teaching methodology.

English and Welsh HMI have always been different. Welsh HMI know the system much better than their counterparts in England. This is partly due to the size of the country and partly due to the fact that they had a totally different attitude to their work. That is, we have been very fortunate in that there have been more HMI in Wales. Perhaps this was understandable considering the size of both countries. England is a large country in comparison and on average there were more HMIs in Wales than one would expect. So, generally, we as Welsh inspectors have got to know the system in Wales much better than our counterparts in England on one hand because of the size of the country and on the other hand, perhaps because we had a totally different attitude to our work. English HMI have been very different to Welsh HMI because of tradition and also because of background. Most English HMI have been to public school and to Cambridge or Oxford University - far removed from the experience and background of the schools they actually inspect.

In Wales, most HMI went through the same system - same schools, colleges and universities - as the teachers and so already the relationships between schools and inspectors were closer. Certainly since the early 80s Welsh HMI emphasised the importance of visiting schools to collect reliable evidence and they spent most of their time out in the schools - either inspecting formally or visiting in a pastoral capacity. This has been possible in Wales because of the small size of the country. It was more difficult for them in England because of the scattered nature of the country. We played a full part in the process. As they had less expertise and people who dealt across the range, the Welsh Office depended on HMI for professional advice. The Inspectorate in Wales has the same function in Wales - that of giving advising the Welsh Office. It has been more possible for us as HMI in Wales to combine our two

functions - visiting schools and advising the Welsh Office. The advice we gave the Welsh Office as a result of this was always based on first hand experience from our direct contact with schools.

English HMI's policy was somewhat different. Both the Inspectorates share the same function of giving advice to Central Government. The Inspectorate's role in advising the Secretaries of State has perhaps been more obvious in England because the DES has been directly involved in creating policies for Central Government. English HMI have functioned very closely to the centre. Because they have been so involved in this way, it has not been possible for them to build the same direct evidence base and to create the same detailed, broad picture of the education system in England as we have in Wales. Our direct contact with schools has always been the basis to the advice we have given to Central Government.

In the past, there has been a marked difference in the situation in Wales - in the context I have just explained. HMI in Wales have better relationships with the education system. People know us better because they have seen us regularly and because we are closer to schools anyway. HMI in England are rather aloof strangers. One thing that has happened since 1992 is that they have lost a considerable number of HMI in England. They have done away with a great, great many posts. They have cut down by two thirds in the last three years. They have gone down from 485 to 180. In fact they have lost 300 in three or four years. In Wales we remained almost the same until very very recently. This has been advantageous in a revolutionary time in the history of schools. In England they were changing the inspection system at the same time as they have been cutting down on the numbers of HMI - a cut by two-thirds in the last two years. It has been a very difficult time for the system itself and a very difficult time for the inspectors as well. In England, they have had to do all this while their numbers were decreasing. So they have been distancing themselves even more from the schools even in this difficult time of change.

In Wales, things have been comparatively settled. The numbers in the Welsh Inspectorate remained almost the same until very recently. This has been

advantageous in a revolutionary time in the history of schools. We have had to train the new independent inspectors, but at least we were able to retain the same number of posts. It must be emphasised that the two Inspection Frameworks are very similar. Of course, Welsh HMI had the opportunity to feed into the original Framework which was created by the two countries. Even so, we in Wales have developed certain aspects of the Inspection Framework. Certainly, there were some things that had to be done -for instance, the *Curriculum Cymreig*. There was an effort on our behalf to ensure that we did not lose some of our traditional values in our attitudes and in our methods of working. Things happened in Wales in the area of primary school inspections, for instance that did not happen in England. We wanted to ensure that we kept those in the Inspection Framework in Wales. For instance, it has been a tradition in Wales to hold a post inspection meeting with the headteacher and staff as part of the inspection process. This was not the same in England. But we felt strongly at the time that it was important to keep this and to build it into the Inspection Framework - and that's exactly what happened. That is an example of the kind of difference we felt was important to retain in Wales because it was characteristic of the usual practice of HMI in Wales. Our schools expected it and on the whole they appreciated it. There was an effort to retain the idea alive that there was a professional and close educational relationship between inspectors and schools in Wales.

The National Curriculum should be much more obvious in its differences than it is now. We have the potential to offer a curriculum which is much more relevant to the children who live in Wales and which, at the same time, prepares them for the wider world beyond. I think that by now, there is considerable evidence to prove beyond a doubt that it is important for people in general to be brought up in a familiar place and that it is important for us to: know a narrow range of people to begin with; establish ourselves securely; and become aware of what happens in quite a small society before we develop and widen our horizons to take in the big world.

I think that our traditions and our history in Wales has been sufficiently different across the centuries to justify our claims that as a nation we are

different. Who would honestly believe that it would be possible in the year 2000 to travel 150 miles from London and hear people from their own choice speaking a totally different language. Indeed, that they would rather use that language even in the year 2000 when they have co-habited with England and with a language which has increasingly spread across the world for about 15 centuries. I think that there is sufficient justification - based on historical fact, tradition and the present situation as it is in education - for us to seriously consider formulating a curriculum in Wales which is considerably different from the curriculum in England. On the other hand, we have cohabited reasonably happily with the country-next-door for about 15 centuries. There is no doubt about the fact that the education systems in both countries are the same and there are advantages to this.

So, generally, the period has shown - not only the benefits of a small country - but the benefits of having the kind of structure and the kinds of relationships which allow people to disagree with different ideas. Of course, its been infinitely easier to disagree constructively in Wales than in England because of the basic framework. We must accept facts as they are. This kind of sectarian hatred does not exist in Wales as it does in other countries. On the whole, there are advantages in having an independent education system in Wales. particularly as the curriculum as it is, is far too similar to the one in England.

For instance, I think that the fact that we have accepted the English Orders - which are almost irrelevant for us in Wales - raises all kinds of problems for us particularly in schools where they teach Welsh and English in parallel in Key Stage 2. The kind of philosophy and the kind of principles behind the English Orders are a bit of an embarrassment to us in Wales. This problem will deepen increasingly if we succeed in teaching Welsh Second language. The kind of philosophy and the kind of principles behind the English Orders are a bit of an embarrassment to us in Wales. I think that most teachers would agree.

1.4 Nature of parallel development

Not representing a specific body.

2. Agency Involvement in the Development of the National Curriculum in Wales

2.1 Shaping the original Orders

The concept of a national curriculum was founded on the fact that HMI showed through their reports that there was too much inconsistency between subjects, classes and schools in terms of opportunity, practice, content, 'coverage', expectations and standards. This led to some children having unequal opportunity and insufficient fair play. Therefore, it was a natural development for the government to push for 'accountability' and for HMI to push for 'entitlement' in order to plan for every child to have an equal opportunity through a common curriculum for all. This was one very important way in which HMI influenced the shaping of a national curriculum.

In the 1970s, HMI had formed very influential subject working groups resulting in the production of the 'little red books series' - 'Curriculum 5-16'. These were very influential in effecting change. Some major players from the English Inspectorate were members of the groups and it was here that the idea of curriculum balance was introduced for the first time.

At the time, there was little interest in the primary curriculum. Back in the 1970s, the emphasis was on teaching methods and 'how to' ideas. At the time, curriculum content did not count in preparing a good education. In fact, at that time there was no need to think of the curriculum at all!

However, the Inspectorate is always in the background of all curriculum development because they come from a background of considering the curriculum philosophically and practically. It was Welsh HMI from the secondary sector who started analysing the secondary curriculum and they did this - if not totally scientifically - half scientifically. The primary curriculum was not considered in the same way as the secondary curriculum in terms of balance, entitlement and justification for including certain subjects in the curriculum. Looking at the primary curriculum and asking the same kind of complicated philosophical questions was a new experience. So the ground had to be cleared first so that the primary curriculum could be considered with equal seriousness.

The whole development process started in the early 70s and Wales was totally involved in it from the start. The idea was supported equally by both countries and the two Inspectorates worked very very closely. Because in the end, the education system and its operation is the same in both countries. The structure is exactly the same.

The case put forward for the National Curriculum was founded on too much variety and too many inconsistencies in the system. As I said, this led to some children having unequal opportunity and insufficient fair play. That was the reasoning behind it - a child's entitlement to a broad, balanced curriculum. As it happened, that person had a child with special educational needs. He, naturally, had a particular interest in the idea of entitlement. So that was one very important way in which HMI influenced the shaping of a national curriculum.

There was a long tradition in the secondary Inspectorate of running national training courses linked to the curriculum. At the time, there was little interest in the primary curriculum. If you remember back in the 1970s, the emphasis was on teaching methods and 'how to' ideas. At the time, curriculum content was did not count in preparing a good education. In fact, at that time there was no need to think of the curriculum at all. The primary curriculum was not considered in the same way as the secondary curriculum in terms of: balance, entitlement and justification including some subjects in the curriculum. Philosophical questions, without a doubt. The ground had to be cleared first. There was considerable emphasis on philosophical questions in the secondary sector on occasions.

Personally, I felt that it was important to consider the primary curriculum with equal seriousness. At the time, this was a new experience for most of us - looking at the primary curriculum and asking the same kind of complicated philosophical questions that were asked in all the familiar secondary school subjects. So I really think that the whole process started with the Inspectorate in Wales in the early 70s. Yes certainly this was the beginning of it all. So the Inspectorate is in the background here and they have always thought seriously about the curriculum. Do you remember all the books that

were distributed that dealt with each aspect of the curriculum in turn. They addressed issues such as the of the place of each subject in the curriculum and then they discussed this. The Inspectorate comes from a background of considering the curriculum philosophically and practically. In reality, it was quite a natural step for the education department eventually to wake up to the fact that considerable discussion relating to the curriculum was necessary. At this point, the Inspectorate offered evidence of what was actually happening in schools - the variable practice - the over-variable practice!

Talks centred around the formation of a secondary curriculum first than it later spread to the primary curriculum. Wales was totally involved in the process from the start. The idea was supported equally by both countries. If you remember it was Welsh HMI from the secondary sector who started analysing the secondary curriculum. They did this - if not totally scientifically - half scientifically. I think that we were ahead in Wales in organising courses which dealt with the same aspects. The two Inspectorate's - Wales and England - worked very very closely. Because in the end, the education system and its operation is the same in both countries. The structure is exactly the same

At last, because of political moves in the 80s, Central Government took a totally new standpoint towards their involvement in education. Before the 1980s, education had not been a political issue. Then the climate changed and Central Government took a totally new standpoint by throwing it into the political arena. Then they started to interfere in order to improve standards and quality.

2.2 Shaping the reviewed Order

One of the Inspectorate's functions is to give advice to the Welsh Office. Our main brief was collecting direct evidence. Our advice to the Welsh Office and to all the panels we were connected with was based on direct evidence from schools.

2.3 Reasons for distinctiveness

There is a specific example relating to Welsh. There was a great deal of discussion in the beginning about the place of Welsh in the National Curriculum from a political standpoint. A few ministers had questioned SEAC personnel and key people in the Welsh education system about it.

The curriculum in Wales is unique in that we have Welsh aspects to every subject as well as four separate Orders and the Welsh language Orders. It touches every aspect of life in Wales in 1995. Perhaps we will have to reassess its importance when we reach the end of the century. However, for now it reflects the way Wales has moved from the beginning to the end of the 90s. From the beginning Welsh was a major part of the curriculum in Wales. This sort of gelled people together in agreement. Evidence shows this to be so without a doubt.

3. Educational Power Bases

3.1 Whose schools?

The National Curriculum is the national curriculum of Wales - not in the political meaning of the word, but in factual terms. That's what it is - it's a fact. Perhaps people are not too happy with this fact. It's a fact that Wales has remained different - to many peoples' great surprise. Children have to recognise the fact and come to understand this fact as part of their existence. That's how it will be, they will feel Welsh. They must feel when they go to England and out into the wide world - Welsh people.

I remember going to England myself and thinking about myself as 'Taff'. That's the name you get - the English have no doubt at all who you are and where you come from. By the same token, we as Welsh people must be equally as certain. They can refuse the thing of course, but in my opinion you just must know exactly who you are and where you come from before you can decide to be someone else.

3.2 Current power bases

At the moment, the Welsh Office has a great deal of power. The Welsh Office is not over enthusiastic in its use of its power to be different because by tradition civil servants want to proceed in the same way as England. There is always a sort of cautionary air about them and a reluctance to diversify. They are not as enthusiastic as I am, obviously. On the whole, the Welsh Office has never hindered developments and staff have promoted goodwill. Legally, the Welsh Office has absolute responsibility for monitoring education in Wales. By now this includes universities because the Welsh Office now have their own Funding Council for Further Education, Funding Council for Higher Education and funding for teacher training.

ACAC has got quite a lot of influence. On the whole, I think that this is a good thing. They have the resources to promote Welsh in schools, in particular. I very much hope that the system that is now in place is going to a better one because of this. I really hope that teachers are now going to have materials they can use and that this will promote the *Curriculum Cymreig* even more. The teacher trainers are key people in the system. Colleges of education have a very influential role to play which is often ignored and there is plenty of opportunity for each student to learn Welsh Second language. It is not compulsory but 60% of students choose to do this and eventually, this will be a very strong influence on the situation. It is good to see the *Curriculum Cymreig* in the context of what they do but teacher training for Welsh speaking teachers needs to be much more rigorous.

The LEAs still hold power - even now with their new look following local government organisation. To be honest, the LEAs have been responsible for most of the promising developments we've just been discussing. They: created the *Athrawon Bro* structure; supplied schools with resources to teach Welsh; founded the Welsh schools. LEAs still have the power to influence and ensure positive developments. Personally, I hope that their influence will continue. I do not really know if it will because so much responsibility has been removed from LEAs and delegated to schools. I just hope that they will retain influence because in the past it has been positive. Myself, I would not like to see that influence disappearing.

Increased influence and power has been put in the hands of the headteacher and governors and it is rightly placed - where the work is done. Schools will definitely not be given less responsibility in the future. The more responsibility schools have the better - but the crucial question in all this is what happens afterwards. The Chief Inspector of Schools in Wales said in his annual report that there is considerable potential in individual schools which has not yet been released. If every school developed to its potential, education in Wales would be transformed overnight and this is the very influence which is needed.

I accept enthusiastically the developments relating to giving individual schools responsibility. The more responsibility and power schools have the better - but the crucial question in all this is what happens afterwards.

HMI especially in Wales have always had influence and power. They have led the way to many developments. The lead has been accepted and valued because it has always been based on first hand evidence. In the end, the degree of the Inspectorate's influence depends on its knowledge of schools and their workings.

No other body has such access to this information and no-one else really knows what is happening in our schools across the country. LEA advisers know their own schools but inspectors have an overview of schools across Wales. If the Inspectorate is to survive it must not lose this foundation, its principles and theories. If it loses this wealth of experience it will lose influence. The Inspectorate is living on a stock and a store of information which is diminishing and dying.

Hopefully, Wales will not follow England's situation where they have cut HMI down to a very small number. They almost never go out to schools - only to fill gaps in inspection teams. Their influence on Central Government is bound to be seriously diminished. The Inspectorate in Wales has influence on the Welsh Office. Ministers did not know what was going on in schools so they depended entirely on HMI as an independent body to inform them. The Welsh Office did not always listen to LEA Advisers because they did not believe

them to be sufficiently objective. They felt that advisers' local interests could cloud their views. They always thought that local advisers had something to gain from giving a particular viewpoint.

The Inspectorate in Wales still has a lot of influence. It is very important to take great care of that influence and to value it in order to be sure that the information about schools is as reliable and as strong as it always has been. It just would not have been possible for the Inspectorate to air the kinds of ideas they have aired in the past if they had not have been securely founded on what was happening in the classrooms. That's my own personal opinion and I feel very strongly about it.

In a small country like Wales what helps the education system is that representatives of the different points of view enter the discussion and discuss philosophy, principles, the curriculum and the system itself. That airing of views and that fair hearing ensures that we have a balanced viewpoint in Wales.

4. Distinctiveness of the National Curriculum in Wales: The Curriculum Cymreig

4.1 Interpretation

On one level - if you take it literally - the *Curriculum Cymreig* is: Welsh First language; Welsh Second language; different Orders for those subjects that give a different emphasis from the subject Orders in England. Formally and officially that is the *Curriculum Cymreig*.

There are examples of parents choosing a Welsh-medium education for their children even though as a family, they are totally English speaking. We also see the children leaving the school as fluent Welsh speakers. That extends the horizons of how we interpret Welsh-medium education. Two things need to be considered together firstly, the language across the curriculum and secondly the development of specific language skills in English and in Welsh. The existence of Welsh First and Welsh Second language steers the whole thing. Welsh as a core subject has to be taught in every Welsh-medium school and it has to be taught as a second language in every other school in

Wales. Welsh First language and Welsh Second language is the foundation to the whole process. The key to the whole thing is that Welsh is taught to just about every child in Wales. It's possible for the Curriculum Cymreig to hold a very strong position in the other five or six subjects as well. We have a unique curriculum in Wales in that we have Welsh aspects to every subject as well as four separate Orders together with the Welsh language Orders.

To that situation we add the Welsh Second language Orders. It is a fact that it has also been accepted that Welsh Second language will be taught to almost every child in Wales. The *Curriculum Cymreig* must never become 'Welsh Studies'. I am really worried incase someone begins to use the word 'studies' in this context. Usually, its an excuse to scrape the surface - to give a taste. A taste of European studies, French studies. There's no depth to it, no standards and no quality. We must avoid playing about with surface elements, providing the minimum. A drop of ink in water. The *Curriculum Cymreig* is much deeper, much more serious, and much more complicated than that and it is more than just the past and more than just a locality. There is a need to impose it then it will blossom in the light of our success in implementing the National Curriculum in Wales.

I think the whole notion is a very different one. If you are going to include other subjects other than the four specific ones that we are familiar with as part of the *Curriculum Cymreig*, it is difficult not to include all the other subjects. We don't want two separate curriculum in Wales - the *Curriculum Cymreig* and another one. The curriculum must be consistent and whole. We must therefore look at the curriculum in Wales and decide that: there are unique and special aspects; some subjects have different Orders; and the Welsh language exists.

4.2 Status

There is insufficient status for the *Curriculum Cymreig* in the Inspection Framework. The new Orders and the new Inspection Framework ensure that the *Cwricwlwm Cymreig* is given a place and that it must be acted upon. It is a sort of 'add on' factor to what is common to every subject. But I really don't think it has enough status in there. I think that the *Curriculum Cymreig* is

interesting in that it has found its way into the National Curriculum in the first place. It has a very significant place in it - it is as though it steers everything that is done. Well, that is what it's supposed to do anyway. The National Curriculum, as I have said many times now, provides a common context for everyone in education - teachers, parents, governors, advisers, trainers, different agencies, inspectors. We may disagree on some aspects of it perhaps - nevertheless, it exists.

4.3 Strategies for ensuring delivery

I do not think that there is enough status for the *Curriculum Cymreig* in the Inspection Framework.

4.4 School support

My simple answer is that perhaps it not sufficiently supported. Mind you, I do not think that many people would accept my philosophy about what is most likely to develop in the future. I believe that even though the *Curriculum Cymreig* is mentioned in every subject, is too ambiguous to be delivered successfully. It is as ambiguous as the spiritual, moral, social cultural section of the Inspection Framework. It sounds good but to discover actual examples of it is quite another story. If everyone was agreed with what the Inspection Framework says on that score and if everyone behaved as it outlines, humankind would be very much happier and the world would be a very much happier place. Both aspects are vitally important but to measure them and evaluate them you have to take a longer and broader look at them across the school. So the simple answer is that we find it very difficult to find a definite example of the *Curriculum Cymreig* and of the spiritual, moral, social and cultural aspects. In fact, it also means that we find difficulty describing what exactly they both are as well.

5.0 Predicted Future Developments

5.1 National Level: General perceptions

It would be most useful if we could have a discussion to decide exactly what the *Curriculum Cymreig* is in every subject. There are teachers who have sufficient knowledge of their country who are capable of functioning

confidently and efficiently in the context of their own locality and have the capability of functioning in a wider context. These teachers understand the concepts fully and have expertise in art and music. These teachers are few in number. Other teachers need to be supported and need access to this kind of expertise and knowledge in order to deliver the requirements. So the *Curriculum Cymreig* has to be spelled out. There has to be expertise in art and music and that has to be developed.

I hope that it is obvious from what I say about what I see as the future of the *Curriculum Cymreig* in Wales. I feel that our curriculum in Wales is different in its quality and that it is basically different. I think that we can reach our objectives but not by the present means. This is one example which shows clearly that we need something different in Wales if we are to develop the *Curriculum Cymreig* in the way we have just discussed. All the other subjects have to separate Orders as well as art, music, history and geography. I think that all the philosophical, educational, historical and traditional arguments point to the need for the curriculum in Wales to be more different from the curriculum in England.

The Welsh dimension has the potential to be developed even further for the sake of the children of Wales. We do as well they do in England and we have the opportunity to show them that in Wales we can do two languages equally as well as they can do one. In order to raise standards and certainly for the benefit of teachers' professional development. We can be different perhaps not in what we do but in the way we do it.

To come back to where we started, some things are possible in Wales that are more difficult in England because of the size of our country. So as far as the contact with schools through inspection is concerned, it is difficult in England to establish the same sort of relationship with schools because of the country is so large and because of different obligations. In Wales we have different history and different traditions and we have not yet reached out potential.

The kind of philosophy and principles behind the English Orders was a bit of

an embarrassment to us in Wales. I'm sure that most teachers would agree. We can reach the objectives laid down in the English Orders differently. We can be different, perhaps not in what we do, but in the way we do it. There is potential for us in Wales to operate the English Orders in a totally different way so that it matches our own situation better. The Orders should be much more different. I think the standards should be different too although children at 11 should be able to do the same for many reasons. It's as well to have the opportunity to show 'them' that we can do two languages equally as well as we can do one.

I do not think that we have considered the implications sufficiently. If we teach Welsh Second language successfully - and that's what the National Curriculum tells us to do - the implications are enormous. That's why the stiff requirements for Welsh Second language have been retained despite arguments and disagreements about whether they are obtainable or not. It is imperative that we keep the aims and objectives relating to Welsh Second language as high as possible whilst ensuring that they are attainable by supporting teachers in their delivery. They are not asking too much. Because if we do succeed - and that is our aim and there is sufficient evidence in places like Gwent that we can succeed even in the most unexpected places - it is going to change the curriculum totally.

Once children are able to communicate in two languages we will be talking about the *Curriculum Cymreig* in a very different light. Welsh will return to the system in Wales and that will completely change what we mean now by the term *Curriculum Cymreig*. It is possible to have two streams working side by side because when the Welsh language is taught effectively as a second language it is possible to consider it as a medium for teaching other subjects as well.

I say in an occasional lecture that Welsh will not gain its rightful place on its own. Once an area loses its language it loses everything else which is connected to it - the chapel and the whole culture which is connected to traditions and local heritage. If Welsh is revived effectively and successfully in the schools it will not be the only element to develop because everything

else will return alongside it - all that was lost will return'. This is true - it is true in Rhosllanerchrugog where they are loosing the language and everything else which is connected to it. So let us turn everything on it's head. What if the language is revived effectively and successfully in the schools?. What will return alongside it? I would expect everything that was lost to return. That is, it is not just the language which brings the non-Welsh-speaking child to the Welsh Unit or to the Welsh school. They have the language and everything else which is connected to it. Once this has happened I think we are talking about the *Curriculum Cymreig* in a very different light. This is the kind of *Curriculum Cymreig* that I foresee - founded on goodwill and success. We must never doubt the goodwill aspect because, in my opinion, it has always been there. Goodwill, support and a very positive attitude towards the place of the Welsh language generally and specifically in the curriculum is vital. As in any aspect of the curriculum the head and staff have to believe in it. They must want our young people to understand something about the culture of their country. Even in times of change and overload, those teachers who really believe in something and are committed to it do pass it on to the youngsters. Teachers have to see the value of working to ensure that children are bilingual. Attitude counts so much.

But just look at the level of success we've had. On the basis of that success and the enjoyment and the commitment of children and parents perhaps Welsh will return to the system in Wales and that will completely change what we mean now by the term *Curriculum Cymreig*. If I can give you an example, what if the concept of language across the curriculum was realised. That was a dream that was dreamt in the 70s. It is very rarely that one comes across it. What if we had a policy for language across the curriculum and that it was properly realised what that would mean to the curriculum. But of course -despite the successes even with the challenging aims in Welsh Second language - it looks impractical to some people considering where they are and where they started from. The development of Welsh-medium schools in unlikely areas and in difficult situations has been remarkably.

In the present situation, Welsh is compulsory in the National Curriculum and it has been accepted very seriously. The National Curriculum ensures a

degree of consistency. That was the problem in the past, some schools did really well and next door they did nothing. Now there will be less and less inconsistency. So if the tide begins to turn the whole situation will change. It puts the *Curriculum Cymreig* in a totally different light.

Considering that HMI have had their work cut down and their contact with schools is minimal, the new independent inspectors should use their evidence and their experience of schools to investigate attitudes to write reports and to offer a way forward. It really is important that they do this to replace the valuable work that HMI did in offering to the education system the benefit of their knowledge and understanding of what goes on in the classroom. So there is an opportunity for the new independent inspectors in the new system to ensure that they try to create and establish the same traditions as HMI did.

They must use the Inspection Framework - with an emphasis on FRAMEWORK. It is important that they do not use the Inspection Framework and Handbook of Guidance as a Bible or as a Book of Law. It is a flexible framework which guides and supports when necessary. It must be sufficiently flexible when evaluating standards. The inspection report is THE document which is put into the hands of the head, the governors and the parents. If it does not persuade the school to develop and grow then it is of no help to them at all. The head must be totally convinced that inspectors have come to grips with the school and that they have got an accurate picture of what they have succeeded to do, what they have failed to do and what the exact road forward is.

HMI did not state the specific, obvious way forward but we presented a carefully constructed argument strongly backed with evidence on what we thought was the way forward. This was presented in the inspection report in such a way that any headteacher would know exactly what to do to move the school forward. S/he did not need then to look at the key issues because they were obvious all the way through the report. In skilful report-writing the key issues section should be superfluous because the way forward will have been presented in such a carefully constructed argument that any headteacher would know exactly what to do to move the school forward. There is a great

danger in putting a summary of key issues at the end of a report because some people will just do those and tick them off. People think, 'Here are six things we have to do now we've had an inspection. We'll do one, two, three, four of them etc'. There is a great danger in putting a summary of key issues at the end of a report because some people will just do them and tick them off. Most things that need to be developed in the primary school are complicated and are closely interconnected. They are not the kinds of things which can be addressed through a simple tick list.

5.2 Regional Level: Local Education Authority's role

The Local Education Authorities still have power - even after re-organisation. To be honest they have been responsible for so many positive developments: creating the *Athrawon Bro* structure; providing teaching materials for schools to teach Welsh; founding Welsh schools. I hope very much that their influence will continue. I don't think it will continue, mind you because so much responsibility has gone to the schools. I just hope that they will continue to be influential because it has been so beneficial in the past. I would not like to see this coming to an end.

I'm not sure of the Urdd's role in future developments. I'm not too sure what the situation is like regarding their present work. What impact do educational developments have on the Urdd? Not much I fear. How knowledgeable is the Urdd of what is happening in our schools today? How are they adapting to all this? My impression is that the Urdd is something apart from all this. It is an important element of work in our schools in Wales, particularly in the Welsh-medium schools. The Urdd do some excellent work and they have done in the past in very difficult circumstances. However, I have grave doubts relating to their policy on music for instance. But let's concentrate on educational issues. The Urdd is far too removed from the mainstream of education and is insufficiently aware of what goes on in education to be influential. The Urdd have taken on very few changes compared to what schools have had to respond to. In the last ten years it has become a completely different ballgame for schools- a totally different world.

The Urdd's response to change is too slow to be influential - they are a behind the times. That's why I think that HMI are concerned about the effect of Urdd activities on schools today. I know that the Urdd has developed in the Eisteddfod aspect. The Eisteddfod is a very important aspect of school life - but that is only a week or so and activities are moving further away from the *Curriculum Cymreig*. I am talking about the regular work - the weekly activities.

I also think that HMI are concerned about the fact that annually the Eisteddfod activities are moving further away from the *Curriculum Cymreig* so that by now they have become almost irrelevant. It does reflect Welsh traditions which are important to keep but it really should be responding more sharply to what is happening in schools today particularly in the context of the *Curriculum Cymreig*. I believe that the Urdd has a substantial contribution to make to the life and work of schools in Wales. In the past it has had a beneficial effect on activities particularly in Welsh-medium schools and on the whole these are the schools which have benefited most. On the whole schools have benefited from the existence of the Urdd.

Perhaps the time has come for the Urdd to be a bit more adventurous and because of that they should be more directly influential in developing the *Curriculum Cymreig* in schools. Certainly, I accept that the Urdd should be more involved in all this. They could be a major influence in developing the *Curriculum Cymreig*. They could support and motivate schools to get there and to realise all we have been talking about. Particularly through the vehicle which has the most influence on schools - the Urdd Eisteddfod. But schools need the Urdd to provide something more regular and to be more contemporary so that they can influence and move schools onward. They could be very influential but they are missing the chance. I'm not saying that the Urdd is marginal in its influence nor that it is irrelevant. Some people would say that, and they would say that the Urdd is pulling the school in a direction that it shouldn't be going and that there is insufficient benefit in that direction. Other people justify the time given to the activities. I sometimes doubt the effect these competitive activities have on art and especially on music. On the whole, I am reasonably happy, but other times I think the

Urdd should develop to contribute more to the kind of developments we have already been talking about.

B. INSTITUTIONAL, DEPARTMENTAL AND INDIVIDUAL LEVEL: PRACTITIONER

6. Teacher Implementation

6.1 Monitoring strategies

The simple fact is that teachers are having difficulty interpreting the *Curriculum Cymreig* and understanding what exactly they have to do. I would like to see more discussion relating to the obligations of the *Curriculum Cymreig* from an inspection point of view. As a result of which inspectors would have a clearer idea of what to look for. Perhaps inspectors need more direction. Everyone needs definite examples to refer to - National Curriculum referenced. I have come across examples and I think that generally, teachers are trying their very best.

6.2 Delivery of change

The *Curriculum Cymreig* has been accepted. It had a very warm welcome and people have hungered for it. The notion of *Curriculum Cymreig* is a very basic one which has been accepted but not yet been developed because teachers have not truly realised just how important the whole idea. I don't think that most people realise the principle behind it. You see if we work towards our aim and realise it, in the end it will mean immense basic changes in the education system and in the curriculum in Wales. I really don't know how many people realise the obligations of it.

According our evidence, teaching methods are no longer based on false principles, old traditions or unacceptable ideas. They are improving because of the National Curriculum. Teaching methods are something that teachers decide for themselves. Yet at the end of the day, the National Curriculum requirements determines and dictate the methods which are to be used in the classroom. In general, primary teachers in Wales use methods which work. They would not last a day if they used methods which were not suited to the children and not suited to the specific subjects they teach.

6.3 Level of improvement

The *Curriculum Cymreig* has been accepted. The idea of the *Curriculum Cymreig* is a pretty fundamental idea which has not yet been developed. There are tremendous obligations to it and I don't know how many people have realised this.

The National Curriculum, as I have said many times before, provides a common context for us all working in - and with connections with - education in Wales and in England. By everybody, I mean teachers, parents, governors, advisers, the different agencies, inspectors - everybody shares that common context. We know now where we are - even though, perhaps we disagree on some aspects - but never mind, IT EXISTS. It gives everything and everybody a common context - teacher training, In Service training - EVERYTHING. It gives everybody a focus in both countries. For instance, the success of learning Welsh in Gwent - an area previously thought of as impossible and a task totally impractical. Yes, developments in Gwent have been amazing, particularly in the primary sector. There used to be a great deal of political resistance to the whole notion of Welsh in the curriculum in Gwent. Now the situation is totally transformed because the National Curriculum makes Welsh compulsory and it has been agreed on a national level.

There is tremendous virtue in using the *Curriculum Cymreig* as an opportunity to extend childrens' horizons in a familiar context. Concentrating on the *Curriculum Cymreig* is not a matter of stuffing more facts into the childrens' heads. For instance, it adds to childrens' understanding of history in general. It is not about tagging on more facts. Teachers used to teach about the Romans attacking this country and bringing civilisation to the barbarians as something beneficial. Now, there is more sympathy with the other side and children are given more information about the kind of people they were, their backgrounds and what they did. What kind of people were they who were conquered by the Romans? What was their background? What did they do? What kind of people were the Romans anyway. What was their Human Rights record.? By now you have 8, 9 and 10 year olds who can deal with subjects like this easily and sensibly. That is because they have an

understanding of history not just historical facts. That is the fundamental point I'm trying to emphasise. It's not their understanding of Welsh history that we're talking about - that, of course, is also improved by the *Curriculum Cymreig* - but their understanding of history in general. This is crucial - it is not that we concentrate on the *Curriculum Cymreig* to such an extent that teachers stuff more facts into the childrens' heads but that it is used as an opportunity to extend their horizons in a familiar context. I think there is tremendous virtue in this. It offers children important, general ideas in a more familiar context, more local and more specific. That then adds to their knowledge and understanding of history in general.

It is complicated in the context of geography and more complicated still in other subjects. If teachers are not careful they will just be adding some additional facts and a bit of interesting information. It's much more difficult to draw from experience the uniquely Welsh aspects and their significance to the subject generally. That's what you would do in history and this adds to childrens' understanding of history in general. The *Curriculum Cymreig* is really not about tagging on more facts. It is more difficult to draw out the unique Welsh aspects and to understand their significance to the subject generally. That is done in history quite successfully by now and it adds to children's understanding of history generally.

It is more difficult to do that in the other subjects. I think that it is important for us, for instance in music, to compare and contrast a range of traditions and styles discussing the different elements then drawing out the particular characteristics Welsh music if there are any. It's a complicated matter and in music and other subjects it means that the teacher has to change his/her standpoint completely. In history, there isn't as much need to change so because I think that by now teachers are looking for opportunities to bring this kind of information into the class. Generally, they feel more comfortable with it whereas in art, for instance, you have to have more expertise and knowledge than in history.

6.4 Key to effective delivery?

It all depends on success. In my opinion, in the long term, it depends on the

success of teaching Welsh Second language. I'm sure of that. In the end, I do not really think that it makes any sense to consider the *Curriculum Cymreig* in a vacuum. It must be studied in a much wider context. In the classroom, the first effort must be given to teaching the language. Teachers in Gwent have to teach Welsh Second language but first they have to learn the language themselves. They have a great deal of fun and a great deal of satisfaction doing so. So by now they are more able to teach Welsh Second language in school. Yes, it all depends on teachers' success in teaching Welsh Second language. Clearly priority must be given to teaching the language - Welsh First or Second language - because so much depends on this. By learning and teaching Welsh Second language, teachers come into contact with a great deal more - all the kind of things that disappear when a language is dying. They are in a better situation to deliver the *Curriculum Cymreig*. In Gwent, we have the opposite situation when the language is reviving and the culture that goes with it are reviving at the same time.

I am not for one moment suggesting that in the meantime that we should consider avoiding the opportunity of teaching the subjects with the separate Orders in Wales. I think we should take advantage of every opportunity. Here is an opportunity to give children a taste, knowledge and understanding about what it means to live in Wales. There is a golden opportunity to link subjects - even though the National Curriculum provides a framework, there is a great deal of work to be done. Presently, and in its present form, there must be a particular emphasis on some aspects of subjects. How are we going to train our teachers further than the first steps to ensure that they can operate fully. I certainly think that we should be considering what kind of initial training we should be giving to ensure, not only that teachers can teach the language effectively in Key Stage 1, but that they build on that in Key Stage 2 and develop it. Teachers need to be motivated to develop further. This is a very important priority to ensure that teachers as part of their professional development build on their successes and that they move forward

I believe that people should not be doing these things out there on their own in a vacuum. We should be ensuring that the curriculum in our schools in Wales

is as coordinated as it possibly could be. We must develop the teaching of Welsh Second language and the teaching of the *Curriculum Cymreig*. In a school there must be agreement between teachers on: What exactly are we doing? How far are we going? What is the aim and what are the definite objectives for the year? These are important. We have not done this yet, even with the National Curriculum. The National Curriculum gives us a framework, but there is a great deal of work that needs to be done out there in the schools. What exactly are we going to be doing with these children this term, next term, next year? And when they have been transferred are teachers going to building on what they have done previously in this?

There is a great deal of work to do. Some schemes of work are excellent but in other schools, it is unsatisfactory especially where they have little previous experience. We did not expect success in teaching Welsh Second language in the past. HMI state that things are moving in the right direction. But apart from Welsh Second language and parts of the *Curriculum Cymreig* which is a little vague, we must use what we already have - the separate subjects. We must make sure that there is better leadership and co-ordination. We are far from ensuring the kind of coordinating that is crucial, even in the narrow context of the present Orders and their specific elements. We must get this right first so that we can start and get there. We must operate on this basis and then see what we can develop of what is compulsory and foundational. At present there is much more success in the area of teaching the language than what is compulsory. It's a complicated question and it effects the school in everything that it does.

Continuity and progression in content, teaching methods, use of resources and everyday practices is crucial. This must be ensured from year to year. Things are starting to change in this area now, thank goodness. In the past the teaching of Welsh was very much on the hoof - children did well one year with one teacher and did nothing the next year because the teacher was not interested - no structure. There must be a plan. The work that goes on in the classroom is part of a whole - it does not exist in a vacuum apart from other classes. There must be continuity and progression so clearly, the work has to be planned and coordinated.

INTERVIEW TRANSCRIPT 4

WELSH LANGUAGE BOARD Chairman

*The interview was conducted at 12.00, 13th February, 1996
at the House of Lords, London.
Duration: 50 mins.*

A. NATIONAL LEVEL; PROMOTERS / POLICY MAKERS

1. Parallel Development Between Equivalent English and Welsh Agencies

1.1 Equivalent English agency

There is no equivalent body in England..

1.2 Key similarities

An equivalent English body is not in existence.

1.3 Key differences

An equivalent English body is not in existence.

1.4 Nature of parallel development

There are similar bodies to this in Scotland which facilitates the Gaelic language. There is also a statutory body in Ireland, and there are language departments in the regional governments of Catalonia and Basque. However, there is no English equivalent because in a climate of multiculturalism it would be emotive. We work closely with Irish and Scottish Boards as well as language departments of regional governments such as Catalonia and Basque.

When we were first founded, the ministers from both Houses said - and I have a copy of a letter sent to me when I became the Chairman of the Welsh Language Board - that they were asking us as the Welsh Language Board to take a strategic overview particularly of education. Then as we implement this plan we are in a way, in working in partnership in every field including Teacher Training, Further Education as well as with schools.

The Welsh Language Board has a membership of 14. There are people from the field education - eg the Principal of the new Bangor University / Bangor Normal, Gareth Roberts. He is the Chairperson of the Board's Education Panel. Then we have a permanent panel which looks at the Board's specific language policy. A number of the other members are also from within the education field. Then within the Welsh Language Board itself we have three education officers and there are three more officers who are looking at where we are in the field right now. Under the Welsh Language Act, we prepare the schemes. Every public body must have a language policy. We also prepare advice on language - or instance how to work the language policy in every field of education. This is the ongoing process at the moment and it's a process which is being prepared right now for the new education authorities. But of course, you've got the curriculum / assessment bodies in Wales and in England.

The Welsh Language Board has begun to work quite closely with ACAC on curriculum matters. We've been working on: the curriculum for under 5s; nursery education for instance; and we've also been looking at curriculum needs especially in technology. We've got sub-committees or panels drawn up to look at something specific like new technology to try to decide what the priorities are in terms of software and computers. Aspects we can support or we can try to raise funds for by sponsorship or whatever. So in this field we are co-operating well with ACAC. As a Welsh Language Board we deal with the LEAs, with ACAC and with different schools.

The Welsh Office have been in consultation with us recently about aspects such as *Athrawon Bro* - who support Welsh in the curriculum - and with Welsh Advisers and Advisory Teachers. We co-operate with them - we co-operate with everyone throughout the education system. The Welsh Office has asked us to prepare a report for them on *Athrawon Bro* and the needs. Of course, *Athrawon Bro* used to be paid through the Section 21 funding. This grant went to local education authorities and there was also an element of delegating the money out to schools. The service was curtailed to some degree. We were concerned about this so we prepared a report for the Welsh Office. Then the Welsh Office came back and more or less threw the ball into

our court. So the Welsh Language Board is going to take over almost £2,000,000 to manage the *Athrawon Bro* service across Wales. So we will be sharing the grants out to local education authorities. So this is another instance of the Welsh Language Board working in partnership with different bodies to facilitate Welsh in the curriculum.

2. Agency Involvement in the Development of the National Curriculum in Wales

2.1 Shaping the Orders

In 1988, the Welsh Language Board was not in existence, but as far as I was concerned at that time of course, I was a Member of Parliament and a member of the Education Measures Committee in 1988. There was quite a lot of discussion about the curriculum and it all happened exactly as Sir Wyn Roberts (the Education Minister for Wales at that time) and Welsh Officer officer - Dr Bob George (he's retired by now) - said it would. On the civil service level he was the deputy secretary in this field at that time.

Immediately it came to creating a National Curriculum in England - and the English Language was part of the core curriculum - the same happened with the Welsh Language in Wales. The Welsh Office created this system. Fundamentally, the National Curriculum reflected what happened in schools. The existing primary and secondary schools continued to teach Welsh as a core subject. Welsh came in as a foundation subject in all the other schools.

2.2 Shaping the reviewed Orders

We didn't come into power until 1993. There was an Advisory Welsh Language Board but it wasn't a statutory board. I'm not really sure if that boards had any dealings with education at that time. I'll have to check that for myself. So then as part of that system, work had go be done to present the Welsh language in schools where it had never been presented before. Our reports are presented by key stages. Things have changed considerably in Key Stage 4 by now but the Welsh will be fully in place there too by 1999.

2.3 Reasons for the distinctiveness

If you look at the history of education in Wales throughout this century, the place of the Welsh language has always been an issue. The issue has grown and developed over a period of time. When the Welsh-medium schools were founded, the parents called for more provision. That - amongst other things - led to what happened in the National Curriculum. The Education Reform Act of 1988 moved the Welsh language and the Welsh dimension forward. Making the language statutory has moved the whole issue along.

3. Educational Power Bases

3.1 Whose schools?

There is no doubt in my mind that they are our schools - Wales's schools. If we refer back to the meeting in which this was discussed, I remember (the Minister of State for Education in Wales) Sir Wyn Roberts's words at the time. I asked him if he could interpret the term National Curriculum. This is what he said:

When we use the term National Curriculum in England we mean the National Curriculum England. When we use the term in Wales, we mean the National Curriculum in Wales

Of course, that sums up the Welsh Office's standpoint too. That is, it's the National Curriculum for Wales because of the different language and cultural dimensions and aspects. The National Curriculum in Wales is getting to be more and more in line with what makes us different as a nation - our environment, our history and especially our geographical aspects. Obviously, the European dimension is also a very important aspect of the curriculum in Wales. We're part of an island to which there has to be a European dimension now. Personally, I'd like to see a much stronger European dimension to the curriculum.

3.2 Current power bases

In ACAC they, like us, have their experts in the Welsh language curriculum materials field. They are responsible as an authority for preparing curriculum materials and for assessment. So we keep closely in touch with

them to follow how exactly we should operate in the field of education - they are the appropriate agency.

We do not interfere directly in this area, only to the extent that the Welsh Language Board takes a wide overview of how the agencies in the field facilitate the aims of the Welsh language policy and its delivery and becomes directly involved in the education service through the *Athrawon Bro*. We have only recently become directly involved in the education service. We are relative latecomers. We see our role as supplementing the service rather than delivering in the mainstream.

In every aspect the power in Wales lies totally in the Welsh Office. Of course, what happens is that the government promotes a certain policy like the Nursery Voucher System and tries to implement that policy in Wales but it does not work because the needs and the educational patterns in each country are different. In my opinion - and in our opinion as a Welsh Language Board - it is not a good idea to implement this particular policy in Wales because so many under 5 pupils already attend nurseries. In Wales the percentage of nursery attenders is much higher than in England. There is sometimes a problem when the government has an education policy which they try to implement through different government departments - for instance the Education Department in England, the Welsh in Wales and the Scottish Office in Scotland. Sometimes there is disagreement or a different emphasis develops. However, as far as the legal situation is concerned the Welsh Office has absolute responsibility for monitoring education in Wales and this includes: Universities; because they now have a Funding Council for Further Education; Funding Council for Higher Education; and a Teacher Training Agency. All that and higher education is part of the Welsh education system.

So the education system in Wales is independent in terms of administration. Of course the system has to follow Central Government policies which works both ways. The irony is that it was Thatcher's government which forced a National Curriculum which was the best thing that ever happened to the Welsh language. That is totally ironic.

4. Distinctiveness of the National Curriculum in Wales: The Curriculum Cymreig

4.1 Interpretation

The *Curriculum Cymreig* is formally and officially Welsh First and Welsh Second language with different Orders for four subjects that give a specific Welsh emphasis. It is possible for the *Curriculum Cymreig* to hold a very strong position in the other five or six subjects as well.

4.2 Status

It is statutory by now. Who would believe that Welsh and Welsh aspects would be statutory. My goodness, we've come a long way. Key Stage 4 have not got to follow the *Curriculum Cymreig* but they do have ensure Welsh language provision. In the other subjects they can choose. You really cannot force people when they have the choice of different Examination Boards.

4.3 Strategies for ensuring delivery

It would do them a lot of good to have an added dimension. It is up to the education bodies and the Examination Boards - and the WJEC amongst them - to ensure interesting provision. Schools in England should consider offering Welsh studies as part of *Curriculum Cymreig* in England it would be an interesting added dimension.

Our report draws attention to the intention of changing Welsh at Key Stage 4 in 1999. Welsh will be compulsory at Key Stage 4 in 1999. We are right on target to reach that. After that, the Welsh language provision will increase annually. That's the idea that you present it gradually. In 1999 you'll have children who were at statutory school age when the National Curriculum started who will have been through their primary and secondary school education by 1999. That was the intention.

4.4 School support

I try at least once every six weeks to go to schools and colleges to get some direct feedback about how things are going. The Welsh Language Board's education panel consists of people who work specifically in the field. Our officers are in constant contact with teachers or with the bodies who

represent them, and with the LEAs so that we continually have feedback about what is happening.

Another area, of course, which is not directly relevant to this topic, is Welsh for adults. In this connection we have been discussing INSET provision for teachers to improve their Welsh so that they can deliver National Curriculum requirements in Welsh. That is something we have been looking at because the Welsh Office have got specific plans to fund In service training for this. This has been quite successful in the past. The Gwynedd structure of withdrawing teachers from school for a period to improve their Welsh to enable them to provide the appropriate level of language for pupils was also successful.

5.0 PREDICTABLE FUTURE DEVELOPMENTS

5.1 National Level: General Predictions

I think that the most important thing now is stability for schools. The system - particularly schools - needs time to develop and to sort out their policies. Of course, there is another very important question relating to pupils' achievement and attainment and that is individual schools' arrangements for raising standard. This is an important element to be considered in all aspects of the curriculum. Yes, and the figures are rising in terms of learning Welsh. According to the opinion polls people think that this is very effective. However, as far as the language policy is concerned I don't want to see any more materials or any more examinations. I want to see an opportunity for the system to develop for two generations of pupils. I want to see us making a gradual increase of 30% so that at least 50% of our pupils will leave school totally bilingual on whatever level. That is, not only that they can speak Welsh but that they will have reached a very important milestone. As a Board we are trying to increase the figures of Welsh speaking people especially our young people. This is our top priority.

To see the National Curriculum established generally and working through the system is going to be important. I would say that the development of the Welsh dimension of the curriculum is equally as important. I think that there

a place for constant review and monitoring of this. I don't want too much emphasis on monitoring and inspection, but someone has to ensure that learning the language is enjoyable and interesting for pupils. I think we've come to the point that we must let it run and develop because we have got a system in the field now.

As I said previously, I would like to see a much stronger European dimension. That is increasing the link between pupils' political, economic and cultural experiences in Wales with similar aspects in Ireland, England, Scandinavia, and Europe in general. It is important for pupils to see the whole European spectrum. It is not really a National Curriculum because it is an international curriculum. That is something which really needs to be developed. The multicultural, inter-cultural elements of the curriculum are also very important. We must always ensure that our National Curriculum in Wales does not become a Welsh racists' curriculum. We must ensure that the *Curriculum Cymreig* consists of multicultural, multi ethnic elements. We must remember that the curriculum belongs to the people who happen to live here now or who have lived here. Celtic experiences have always been multicultural. People have always moved in and out of Wales. A third of the population in Wales have come here from the outside. Perhaps we have lost our awareness of this. My strong belief is that we must let the *Curriculum Cymreig* move forward as it is now, always ensuring that: it is effective; then concentrate on developing multicultural, international aspects.

I am always delighted when non-Welsh-speaking parents come to tell me how pleased they are that their children have won in the Urdd Eisteddfod. There's a buzz about it all. I also find that the older generation - grandfathers and grandmothers - and younger generations - kids in school - are speaking Welsh with each other because the children are going to Welsh-medium schools. They do that missing out a middle generation - the mothers and fathers. PDAG have facilitated this process by being in the middle of accelerating of the process of collecting and collating class teacher comments and representing them externally. This was totally necessary. It has always facilitated the development process but it does not happen anymore since PDAG have finished.

We have been reviewing where we're at in the implementation of presenting Welsh in Key Stage 2, 3 and 4. We were in a situation a little while ago where we were behind by about two years but as we see it now, we're on target to reach Key Stage 4 in every Secondary School in Wales by 1999. The Secretary of State has allowed about three or four schools to opt out formally from the curriculum - three schools in Gwent and one in Clwyd. Apart from these schools we are more or less on target to implement the curriculum fully throughout all the schools. Already the number of children speaking Welsh has increased. We have over 30% of children of school age able to speak Welsh and this is shown very clear in the statistics. We must improve on this - that's our aim.

5.2 Regional Level: Local Education Authority

We have recently addressed this in terms of facilitating the Welsh language. We have organised a sort of discussion conference with the local education authorities to address where exactly we're going.

We also have a strategic document which refers to this. We hope that the LEA's role will stabilise now after local government re-organisation. Although it has been beneficial to schools to have delegated budgets and to directly manage their own affairs, I think that we've gone far enough in that direction without delegating any more money to them.

The education authorities can provide a central service - particularly where Welsh education is concerned. We'll see what the response is once they have been established. Up to now, we've seen a very positive response on the part of councillors and officers from the point of view of facilitating educational policy. The LEA's role in having advisers who can work with a group of schools is crucial.

B. INSTITUTIONAL, DEPARTMENTAL AND INDIVIDUAL LEVEL: PRACTITIONERS

6. Teacher Implementation

6.1 Monitoring Strategies

We have the right to advise the Secretary of State on any matter we think is pertinent to the position of the language. We are not slow in doing that - in the education field and in any other field for that matter. We are supposed to express an opinion - not on the principal of the thing but on its operation. We do monitor informally, and we give our opinion to the Welsh Office on things that affect the Welsh language and the Welsh dimension like Nursery Vouchers and the new colleges. Sometimes, we'll conduct a general survey for ourselves just to collect information.

We use the Inspectorate to inform us about standards that's been agreed. and we depend on the *Athrawon Bro*. If we want to be informed about standards of work, we tend to ask the *Athrawon Bro* because the Inspectorate is really under pressure now. If we want to know the standard of work of *Athrawon Bro* and its effect, we ask OHMCI. However, the Inspectorate has been cut down substantially. Inspectors are no longer able to take on extra duties although that have agreed to do that. You will note in our report on the curriculum that it is presented by key stages. We address the *Curriculum Cymreig* and Welsh Second language. You will note that we use statistics provided by the Inspectorate. So once again, we depend on them. Sometimes we'll conduct a general study for ourselves just to collect information.

6.2 Delivery of change

I think we've really progressed. Things are working much better. We must consider two things jointly - language across the curriculum (developing language skills in English and Welsh) and Welsh Second language specifically and also the Welsh dimension in every single subject.

6.3 Level of Improvement

I think that we have moved very far in the right direction. I also think that

the development of In Service training for teachers has enabled this to happen even though teachers are under immense pressure in times of change from every direction including local management of schools. In my opinion, there has been relative success in delivering the aims. The Inspectorate also believe this.

Of course there has also been adverse reactions from some quarters. There were a few examples of disagreements, for instance in Dyfed and in Gwent, but they were soon calm. One instance is Education First down in Carmarthenshire. They took Dyfed council to court and they lost. There was also opposition in some schools in Gwent but the Welsh Office forced three secondary schools recently in that county to come in and of course they have by now. So there are a few examples of disagreement but generally, I think it's working well and with goodwill. That, perhaps, is the surprise that there is such support to extending the Welsh language throughout the education system when you consider the situation twenty years ago. Yet it may not be such a surprise when you look back at the history of education during this century in Wales. The position of the Welsh language has been an increasingly strong discussion point throughout. The Education Act has moved it forwards immensely.

6.4 Key to effective delivery

I think there is a good deal of goodwill, support and a very positive attitude towards the aims of a bilingual policy. We have just published an NOP survey which shows clearly what peoples' attitude to the place of the Welsh language generally and specifically in the curriculum. It is obvious that there is support from teachers, parents, pupils, school governors and the public in general to facilitate the Welsh language and to create a bilingual nation.

INTERVIEW TRANSCRIPT 5

PWYLLGOR DATBLYGU ADDYSG GYMRAEG WELSH EDUCATION DEVELOPMENT COMMITTEE

Former Director

*The interview was conducted at 10.30am, 12th February, 1996
at the Marriott Hotel, Cardiff
Duration: 90 mins.*

A. NATIONAL LEVEL: PROMOTERS / POLICY MAKERS

1. Parallel Development Between Equivalent English and Welsh Agencies

1.1 Equivalent English agency None

1.2 Key similarities?

No equivalent English body. There was nothing like PDAG in any country - we were unique.

1.3 Key differences?

No equivalent English body

1.4 Nature of parallel development

There isn't an equivalent body in England. Wales was unique in this. There was an administrative unit within the counties which had come together as one committee. They have been together for half a century. They have co-operated happily with the Welsh Office. They established an effective system which responded to dire needs. They had a method by which the schools could input their needs into the system and get a response. It has worked well with regards materials, and with regards establishing examinations, and establishing SATs. They have accepted each change in the law and have turned a stream of legislation to their own benefit. The counties were in the centre. The schools trusted them. The national panels were something they could derive benefit from as a system before going to PDAG. Therefore everyone in the system could work with us. This type of co-operation has

now ceased. The present system has totally changed things within the last year or two. Now, the Welsh Office - through ACAC - uses a marketing system on the basis of contract. This is also the system with regards inspection.

2. Agency Involvement in the Development of the National Curriculum in Wales

2.1 Shaping the Original Orders

Listening to teachers through identifying needs panels who declared their anxiety about the curriculum which was too heavy and broad. Listening to the teachers declaring their opinions that the schemes for assessment were too heavy to operate. Reporting this back to the Welsh Office.

2.2 Shaping the reviewed Orders

We listened to class teachers' observations and needs and represented them externally. PDAG has helped this process by being in the centre of hastening (or conditioning). This was so completely necessary, we were helping this type of process from the start but it no longer happens. The government has had to listen to class teachers because it is the class teachers who operate the curriculum. They have tried to operate the curriculum in its entirety. They have realised that teachers, on the whole, are happier with the revision. This means that the revision has brought the original needs of the government nearer the needs of the school, therefore they have an active, practical natural curriculum, but this has also occurred by means of direct action in the classroom. It is the teachers who have ensured that this happened.

2.3 Reasons for distinctiveness

Look, Wales is different. We have our language, and people have been prepared to suffer, to struggle to maintain it. - Seeing young people being prepared to do this, - although some of them were reviled, was sure to have some effect.

The past organic co-operation of the national network - namely, the local

authorities, CCC, PDAG, WJEC, Welsh Office, HMI, MEU Cymru, the colleges, the universities, HTV, BBC with everyone working naturally through and with each other. That was the purpose of PDAG - we campaigned to ensure that Welsh was considered - or was, at times given the same consideration - by some people, so as to get recognition of rights within the communal unit throughout the country - so the change of attitude which has occurred with regards Welsh and its status, the establishment of the Welsh Language Board has occurred at the same time and with the same principle as the establishment of PDAG. PDAG did not lead - PDAG was one of the symptoms of a change of attitude.

3. Educational Power Bases

3.1 Whose schools?

The British Government.

3.2 Current power bases

The British Government are all powerful because they refuse to legislate in favour of the Welsh language. They still insist on offering choice for everyone. They know that the Welsh will, as usual, choose bilingualism. When English is in the question, the government know that there is no choice, because English is the language of success. It is a complete cycle back to OM's time in school. Nothing has changed! This law is only operative under these statutory regulations in Wales. English, Scottish and Northern Ireland statutory regulations are not operative in Wales, therefore these are legal statutory documents unique to Wales, and they therefore have to acknowledge the existence of Welsh, not only are they produced in the two languages but they also have to clearly state the government's policy with regards Welsh. This is the most important declaration to appear in Wales and it deals with languages, it does not deal with the status of the Welsh language, but in passing, note that teachers are asking,

Q Will National Curriculum tests for 7 and 11 year olds be available in the most commonly spoken minority languages (for instance Punjabi).

A The governments policy is that English or Welsh should be the medium of instruction in schools and the core subjects of English, Welsh, Mathematics and science tests will therefore not be translated into any other languages.

This is what turns the Welsh language into an official language in Wales. As the government states that their policy is that Welsh or English, either or, is an official language in Wales. This is the only statement that I have ever come across which states that the government says that Welsh should be a medium. "The government policy is that English or Welsh should be the medium of instruction in school". Therefore the government's policy acknowledges the fact that schools in Wales work through the medium of Welsh. But this is the first time that they have stated in a document that this is their policy. Why? Because they have to defend the position of English against community minority languages in England by saying, 'Our policy is that English should be the medium of instruction for all the subjects of the National Curriculum in the schools of the U.K'. In Wales we have a quarter of all the schools, a third of the schools operate through the medium of Welsh and the official English SATs are not operative in our infants schools. We have worked through the medium of Welsh in spite of everything under the old statute operative officially since 1945.

Education provided in the schools has to be in accordance with parents' wishes. During the last half century, the parents have increasingly chosen Welsh-medium education. Central Government does not provide the protection of extra funding to Welsh-medium schools, each has to operate under the same financial formula. How do they react to the demands of a new school - they used to give additional input but the additional input is not available.

The WJEC was a convenient unit within Wales. It was the foundation for everything. The WJEC have supported the slow work in the direction of bilingualism for half a century. Since April 1995, ACAC has had the right to provide examinations in Wales for GCSE and 'A' Level as well as for the SATs, not only in Welsh as a subject, not only for examinations through the medium of Welsh but also for all other examinations.

The educational system in Wales has succeeded in convincing the Cabinet in London that all public examinations in Wales should be in the hands of their own examinations body, namely ACAC. This was always the position of

ACAC but when the thing was done in the first place, the government was unwilling to declare this. The evidence I have here from discussions shows that even Wyn Roberts couldn't argue that.. That's how ACAC always thought, but the Government has never prepared to announce - and even the Minister for Welsh Affairs (and Education) has been unable to announce categorically - that SCAA's assessment and examination role was transferred to ACAC from the 1st of April, 1995 and that all this responsibility lies in Wales now.

Transfer of additional functions to ACAC. Ministerial brief that SCAA's remaining assessment and examination role will be transferred to ACAC from the 1st of April, 1995.

4. Distinctiveness of the National Curriculum in Wales: The Curriculum Cymreig

4.1 Interpretation

Mainly the Welsh language. Geography, history, music and art are in place and the context of the teaching in these is Welsh.

4.2 Status

Where is the status? If Welsh is not statutory in Key Stage 4 then that's the end of the whole thing. Only examinations count and only examinations count - this is the policy that defines the what is taught. As with accepting the right to question within Wales in conjunction with ACAC and SCAA, the Welsh Office has been driven, over the last quarter of a century, to acknowledge that they have the right to legislate, because this is law - Statutory Assessment. Each of these documents is law at work. By now we have a body of legislation of the second grade, not the first grade, which is decided at Westminster, and is statutory. Although they have a reference to Wales in the education statute as well as in all circulars in Wales - it is a legislative body that operates the law in Wales. Even some Welsh-medium secondary schools choose English Examination Boards which have the same status as the WJEC. They then teach the English National Curriculum in preparation for the examinations of English Examination Boards. Very soon, Key Stage 3 will follow because secondary schools regard their work in

secondary schools as a preparation towards examinations especially when results are published in league tables.

By now the WJEC - the only Welsh examination board - is on the shelf like all the others. Schools either choose for or against them. They are on the market and they are a very, very small board. Do they, through the Welsh Office and ACAC have the right to provide for the whole of the education system in Wales? Until now, there was no question - the WJEC provided all examinations for the whole education system. Now, the matter is no longer in their hands it is in the hands of ACAC and SCAA, London. Therefore it took another year until 1995, whilst they started discussing at the outset in 1994.

Another example, what of the curriculum itself? In Key Stage 3 and 4 great emphasis is put on science, technology, mathematics and physical education. Welsh is optional by now. Since Dearing, they have cut down the *Cwricwlwm Cymreig* in Key Stage 4 by making everything that is different in Wales non-obligatory. They say that schools in England follow the National Curriculum for about 70% of their time - perhaps 85% at the most. What is the position in Wales? The position in Wales is that the document for Wales is not as explicit. It has been asserted that it could be less in Wales.

The reduced mandatory requirement proportionally occupy 40 - 50% of the curriculum time according to the place of Welsh.

They have, therefore, cut down the *Cwricwlwm Cymreig* in the National Curriculum. But what have they taken out? Well, basically, they have taken out everything to do with the *Cwricwlwm Cymreig* - history, art, music, geography and the Welsh language until 1999. Therefore, everything which is different in the Curriculum in Wales has come from the compulsory curriculum as a result of Dearing. It is therefore difficult to see where the status is.

4.3 Strategies for ensuring delivery

PDAG has finished. Pupils in Key Stage 4 do not have to follow the *Curriculum Cymreig*. A choice of exam boards at Key Stage 4 undermines its status. You cannot impose it when there is a choice of Examination Boards.

When you include it in the curriculum and it comes within the GCSE syllabus, then you compel people to do it - only then does it have true status. Without funding and compulsion, it is totally impossible to act.

4.4 School support

PDAG has finished. By now, it is not possible - the teachers don't have the materials to support them and no-one who understands their position. We worked through each other to identify the needs of teachers in the classroom. As well as this various panels were created to discuss the needs. Through Section 21 money - we could finance projects to create materials to promote and improve the teaching e.g. *Clwb Clebran*, *Parablu* created by HTV, Primary and Welsh advisers. The purpose of Section 21 funding initially was to produce resources for teaching Welsh not for the payment of salaries which would take up so much money. To promote the learning of the language, PDAG financed multi-media projects (videos, tapes, computer discs, board games, workbooks, posters, books, teachers' notes) like *Clwb Clebran*, *Parablu* by means of Section 21 funding. They were projects to create materials to promote learning.

The people who advise teachers, inspect them and write policies are far removed from the classroom. They have lost sight of the needs of classroom teachers. There is now no-one who will respond to the true needs of teachers for materials and training.

5.0 Predicted Future Developments

5.1 National Level: General Perceptions

No. PDAG - finished. I believe an education system should be created in Wales separately from England and that this is within our grasp. There have been powerful arguments with the government in London which has, for ten years, refused to give Wales it's full rights. The educational system is now powerful enough in Wales to deal with this type of standpoint.

The only thing that is missing now is a democratic system in Wales that can steer ACAC's work. The only person responsible for ACAC's work is the

Secretary of State for Wales and he is a member of the cabinet in London with no reason at all to respond to the requirements of the people of Wales. He operates to fulfil the needs of the cabinet in London. And ACAC is directly answerable to him. John Redwood has accepted that it would be a rebuke to Wales if ACAC did not have the whole responsibility and grasp on the Assessment system in Wales. Of course, people from the joint committee and people in our schools could demonstrate to him the call for the system. The people of Ireland and Scotland have their own systems, so why can't we in Wales also have one. We worked through each other to identify the needs of teachers in the classroom. We also created a panel which identified needs - a forum for discussing teachers' needs in Wales and feeding the needs to Section 21.

The new bodies should ensure that they respond to the needs of teachers but there is, by now, no positive discrimination regarding Welsh or the *Cwricwlwm Cymreig*. Choice is everything - everything is equal. There has to be positive discrimination on a national level. Without funding, its delivery can never be ensured. If it is deemed important, then funding has to be allocated to enable schools to do it. Presently, it is not a priority. The culture is changing and national norms are being established to compare performance between children and between countries.

The Welsh Office should now legislate that Welsh is compulsory at Key Stage 4. It will be too late in 1999. It is not statutory because it is not operative at Key Stage 4. It is optional, they don't have to do history, art, music or geography. Without making it statutory in all key stages its delivery can never be ensured. Teachers who are quite supportive of Welsh would say that they are preparing children for the Cambridge Examination Board - they have the choice. They can choose any examining board they like. Because they are a designated Welsh school they do not have to choose the WJEC. The only thing they have to do according to the school's policy is to work orally through the medium of Welsh with the children. They can follow the syllabus of a board in England which deals with history, geography of everywhere except Wales. It will disappear. No status, choose to study it or not. Parents who as always will want their children to get on in the world.

I doubt if the new commercial system/bids/contracts of expanding Welsh Education will work. The Local Authorities have been pushed by the judgment of the public. *Cymdeithas yr Iaith*, and everyone who works within the Welsh educational system have tried to ensure that Welsh is given positive discrimination. The placing of the Welsh language on the same shelf as assessment to be considered equally with English means that it is really on the same shelf - English tests and Welsh tests - choose the English or choose the Welsh. The system that has been introduced has meant that Welsh does not get statutory rights. This means that people can choose to do the Welsh for the sake of Welsh and Welshness. They have to buy the Welsh as opposed to the English one. Therefore we have gone through a system which has had all public companies, and private by now and reached a point where they have to take Welsh into consideration. The Language Act demands this statutorily.

All of these small things have gone against choosing Welsh. They have undermined the efforts of people who have kept their Welsh and who have chosen Welsh. They are put under the same kind of stress from now on having to choose against English. Therefore the vision which allowed us to give attention to Welsh in Wales goes against the will of the people of Wales. It will undermine the growth that has taken place the attitude and use of Welsh.

I worked with Gwent Tertiary College to try and offer Welsh - this comes as a result of the promotion of Welsh for adults in Further Education. They choose to learn Welsh. In the Welsh-medium schools themselves, they have to pay for each class of adults because there is no money for parents classes from the government. They will not get attention and extra help from the government. Everything is on the shelf, there is no money. And when choosing, they are of course monitored, and if not enough take part, the classes disappear. New bodies should ensure that they respond to the needs of teachers, but there is no positive discrimination for Welsh or the *Cwricwlwm Cymreig* by now. Choice is everything - everything is equal.

5.2 Regional Level: Local Education Authority

Totally vital. LEAs know schools and their needs - and speak on their behalf. As a central service in developing Welsh Second language, LEAs will be vital. Future developments will depend on the attitude of local authority staff, on finance and on the choices made by individual schools. We can no longer talk of 8 authorities - from next April there will be 22.

B. INSTITUTIONAL, DEPARTMENTAL AND INDIVIDUAL LEVEL: PRACTITIONERS

6. Teacher Implementation

6.1 Monitoring Strategies

Each body has its own responsibility by now - but no one to co-ordinate. Impossible.

6.2 Delivery of changes

Only a third of teachers in Wales speak Welsh. There is a great need for strong input for the rest - training, courses, advice, materials. But there is no money for this. This Government believes in choice and therefore Welsh and the *Cwricwlwm Cymreig* on the shelf to be chosen. having the same status as everything else.

It should be a very important priority to ensure that teachers build on their successes and move forward through a training programme. Teachers need support through language and methodology courses. Teachers need support. They do not have the necessary materials to support them and there is no-one who understands their dilemma. There is now no-one who will respond to the true needs of teachers for materials and training. We worked through each other to identify the needs of class teachers. As well as this various panels were created to discuss the needs.

The people who support and advise teachers, inspect schools and write policies are far removed from the classroom. They have lost sight of the needs of classroom teachers because it is too long since they were in the

classroom themselves. There is now no-one who will respond to the true needs of teachers for materials and training.

6.3 Level of improvement

The main weakness now is the lack of organic link between the centre, the authority and the classroom teachers. The LEA gave an unbroken line. People worked in the centre. By now, people tend to do work without any classroom contact. Everything happens on a level which has no classroom contact. The system in operation today has cut the link between the developers and the classroom. ACAC has no classroom contact and they award contracts to people to develop materials for schools and they have no classroom contact either. Universities produce materials, to monitor materials, do research work and they have no classroom contact. Inspections are the same - contracts are awarded to teams with very little classroom contact. Work in Wales which happened as a result of the changes, was valuable because classroom teachers realised that the work was relevant to them. But the system in operation today has cut this link. The present system has transformed things during the last year or two. Today, the Welsh Office - through ACAC - uses the commercial system on the basis of contract. This is also the system with regards inspection.

None. Now that there is a choice at Key Stage 4. The teachers follow the Study Programmes of the English National Curriculum in order to prepare children for examinations - and these are often English Examination Board examinations. This undermines the whole rationale of the National Curriculum. The purpose of the National Curriculum was to try to ensure that every school in Wales could acknowledge the same aspects, and to ensure equal opportunities for children. That we have, in fact, based most terms on Hughes Griffiths' dictionary and that these have come from work done in the classroom. The only thing that is standard is that they operate according to the law of the curriculum.

We are back to the Victorian Age. In the year 1995, we are in the same situation as we were in 1895. If there's a choice between English or Welsh, parents will choose English to ensure that their child gets on in the world.

There is no policy which recognises the importance of Welsh. Schools are in competition with one another. Some schools are working to the English Orders as if they are not aware that the Welsh Orders are different. Now there is a choice at Key Stage 4. Teachers follow the programmes of study of the English National Curriculum in order to prepare children for examinations - and they often choose English Examination Boards. Everything now depends on the money the head and governors can earn for the school. Teachers have no input into material development and this undermines their confidence in their professionalism. Classroom teachers will be unwilling to accept what is being created because they will not see its relevance. It has to fit into the classroom and the way in which teachers work. Teachers see no need for all the paper work for no reason. No-one listens to them. Who will speak on their behalf when the 22 new authorities come in, because the WJEC will be in the midst of the commercial world by then and even more confined than they are now.

The government places one school in competition with the next and it's going to change the nature of the National Curriculum. The curriculum is not going to count any more. It is up to each individual secondary school - Welsh-medium and English medium - whether they want to follow Welsh or English programmes of study in history, geography, art, and music. We went to one of the delegated Welsh secondary schools before Christmas, and the historian in the team had to realise, 'Goodness, the school is following the English history programme of study!' - one of the examination boards which does not acknowledge the existence of the *Curriculum Cymreig*. Presently, the *Curriculum Cymreig* is given a token mention on the front page of the *Inspection Framework and Handbook of Guidance* and a token reference in the introduction to subjects section. It is given unsatisfactory status and is a sort of 'add on' factor to what is common to every subject.

6.4 Key to effective delivery?

There is a need for everyone in the education system to co-operate with each other. This type of co-operation has lessened. Agencies used to work through each other to identify the needs of the teachers in the classrooms. Now, there is insufficient material to support teachers in implementing the

National Curriculum in the way they need. If teachers are to meet the demands of the curriculum, they have to have the appropriate resources.

Teachers' attitude. They have to see the value of learning a language and learning aspects of the *Curriculum Cymreig*. They have to realise the value of working to ensure that children are bilingual. Teachers need advice and support through the *Athrawon Bro* service, and through ideas and materials which answer their needs. *Athrawon Bro* make the work easy for teachers by giving them advice and support: *Athrawon Bro*, methodology courses, ideas, language courses, materials which answer their needs. Not many teachers use the non-statutory guidance until they have had back-up training to understand its relevance and how to use it even though its been done for them. Teachers on the original committee didn't know how to write units of work either - what hope have we got?

INTERVIEW TRANSCRIPT 6

CURRICULUM COUNCIL OF WALES Former Chair

SCHOOLS EXAMINATION & ASSESSMENT COUNCIL Former Council Member

*The interview was conducted at 10.00am, 15th February, 1996
at the University of Wales, Aberystwyth
Duration: 90 mins.*

A. NATIONAL LEVEL: PROMOTERS / POLICY MAKERS

1. Parallel Development Between Equivalent English and Welsh Agencies

1.1 Equivalent English agencies

Wales: Curriculum Council for Wales

England: National Curriculum Council

Both: Schools Examination and Assessment Authority

1.2 Key similarities

Obviously for 2 or 3 years all the councils had their agendas. We had the draft curriculum orders; they went out for consultation; then the responses to consultations were to be considered; and ultimately you had your final recommendations to prepare and submit to the Welsh Office or DES. CCW in Wales did exactly the same work in Wales as the NCC did in England. Obviously, for 2 or 3 years all the councils had similar agendas which were full of the National Curriculum proposals as they came through one after the other. Meetings were dominated by these matters and there was very little opportunity to take other things on.

1.4 Key differences

I think that if you look at the experience of the National Curriculum subject orders, the or any other education policy, since 1988 in particular, it is always embarrassing to the DfEE if Wales does something differently were it could have been done the same. OK Welsh is a different issue, but if Wales chooses

not to do something they are doing in England or chooses to do something differently

And so they are having their own policies thrown back at them by Wales and people have done that time and again on National Curriculum in many ways. There is therefore a natural reluctance on the part of ministers in the Welsh Office to go down a different path, unless they are convinced it is a better path. There is always a potential for Government opponents to say to ask questions and to consider that Wales may have a better way of doing it. Ministers, so long as we have a similar structure, are always going to be faced with the dilemma as to whether they should have a combined front with their colleagues in London, or whether the Welsh Office should have a combined front with their colleagues in London, or whether they choose to have a different tack. If that becomes more normal, it will become less of an anxiety. Now they say, 'Ah, why don't you do what your colleagues in the government in Wales are doing for Wales? It's a much better way of doing it'. They will be under pressure from their colleagues in the education department in London to say, 'Please don't do that because your helping people to stab us in the back'.

Well, there's two things I can say to that. There's one that I know about, and there's the other things I've been told about. Obviously I did not know Hywel before I met him in the first meeting of the CCW. He had his previous dealings with the Welsh Office and they decided that they wanted him to chair. I did not really know the background or the other council members at the time. I don't really know why I was asked. I got a phone call from Martin Evans in the Welsh Office, asking would I be willing to serve on the new CCW. Incidentally they wanted somebody from Wales to sit on the assessment council and would I do that as well. I can imagine, I have had contact with the Inspectorate, I had done work of research nature for the Welsh Office so that maybe it was out of that they knew me and decided that they wanted somebody like me to serve.

The only thing I would say was that it was fascinating. The first meeting of SEAC focussed immediately on decisions relating to Key Stage 1 SATs

contracts and the DES ran through the decisions which were needed urgently. Because all the other council members were chatting over meals about their interviews with the Minister of State at which they had been vetted. It was well known in England that the DES invited prospective NCC and SEAC council members to vetting interviews conducted by the Secretary of State (Baker) about whether they were suitable persons to serve on these councils. So they were all swapping experiences, and I was sitting there thinking 'I'm the only person that has not been interviewed' because clearly the Welsh Office did things differently. Obviously the formal invitation was from a Minister, I had an invitation for SEAC from the DES, - the Welsh Office had given them my name, and I had an invitation for CCW from the Secretary of State for Wales. But in neither case did I meet the Minister. So the Welsh Office clearly operated differently. There was some discussion with ministers no doubt, but the officials were the people who carried it through and they talked to people they wanted to invite. I don't think any other council member in CCW at any key stage was ever interviewed by a minister and their views on matters to see if they were acceptable. I think it is one of the many interesting background differences between Wales and England which is actually quite significant, because it says something about how the Welsh Office regarded the exercise of appointing council members.

The curriculum council was the key body. The membership was appointed by the Secretary of State. In Wales there was a stronger professional representation than in England. One of the things that struck me in England (on SEAC and I think probably the NCC). The Welsh Office chose Council members to represent schools and that affected the way we worked and also the way schools saw us. There was a strong representation of people working in schools and in teacher education. It was an interesting mix of people from the business field and from parent organisations. There were no factions or divisions which weakened it. We enjoyed interesting discussion, across that divide between education insiders and lay outsiders. There was a good feeling of a group of people working together and an attempt to reach consensus rather than having to rely on voting. Yes, very seldom can I remember having to vote on an issue. There was a good feeling about it. As an important development - the council was making a contribution. The people

who were strong leaders in education but worked in other fields. I did feel for some of the people concerned working in industrial context. There's plenty of work commitments in their field without having to turn their mind to education regularly. It was easier for me because it was my work. I was also immersed in it anyway. To come along to a council meeting and be in touch with the issues - they had to come away from being personnel manager in British Steel or something - and be sufficiently up to date to feel that they could contribute to the discussion. It isn't easy for people like that, but many of them made an important contribution in a way which is healthy for the education system. On the whole, it was a good mix.

The three curriculum and assessment councils had to be seen to be independent from the system and none was to be considered as simply a mouth piece for the teaching profession nor as a mouth piece for the government. They all took unpopular decisions either way. I think both SEAC and CCW and perhaps NCC also in their original form were independent. For all the pressures, that they were all prepared to take unpopular decisions either way.

One of the extraordinary things about SEAC was that there were fifteen SEAC members. Only two of them were teachers (which was extraordinary to me) - one primary and one secondary. It wasn't very good diplomacy to have a council which was so lacking in school teacher representation as to be readily discredited on these grounds. Three people were from university education departments (which was over represented, myself included) and there were various other members from the world of business. It was a very odd composition.

When SEAC took over, I think that there was some doubt on Philip Halsey's part that it was wise to have a subject based committee structure as well as phase based. There were two sets of committees - phase committees and subject committees and CCW members were involved in both. So Committee work became a heavy load of council work, chairing at least one of the subject committees, and you found yourself probably on two of the phase committees. The idea was that the council members were sufficiently in

touch with the issues to be able to take soundings to the council discussions. He actually put me to chair the geography committee. That was against his instincts on the whole, as a civil servant should be working on a non-specialist basis rather than working on their home territory as it were. In the end, he conceded that perhaps it was a good idea for me to chair this committee. And similarly CCW had a sub-committee structure to deal with things in between meetings. I don't think we changed that more than once, but there was a lot of work going on in the background. Both organisations were building up the staff because it was a substantially bigger organisation.

CCW - in particular Bernard Jones who previously had been the secretary for the schools committee for Wales which was a very small operation and linked to the School Curriculum Development Committee in the mid 80's and then Yes, staff and in particular the Chief Executive had been linked to the Schools' Committee which was linked to the School Curriculum Development Committee so CCW grew out of that into a very different scale of organisation with much bigger responsibilities - statutory responsibilities. This resulted in a really a big growth exercise - new staff were recruited with the appropriate expertise and that wasn't done overnight. So gradually the staffing built up to the point where the expertise was there, and the subject orders had started to come in to the CCW to take responsibility for each subject as it came.

SEAC increased the staff to manage it all. The idea was, in both organisations, that council members would chair a subject committee and the committee would be comprised of appropriate experts from the profession. Ultimately the council members were supposed to inform the committee of the councils broad policy at the same time take committee's views back to the council on any of the issues that came up. On the whole I think it worked well. Subsequently - certainly in SEAC. There was a big change in SEAC after 1991. They abandoned much of the committee structure, and much more power rested with officers, because they did not have to carry a committee with them. Ultimately they were still responsible to the council but they were left with quite a lot more discretion between council meetings. Then the whole council changed its way of operating after the change over

because Brian Griffiths's way of running things was different to Philip's. But my period on the SEAC ended at the same time as the changing of the chair. So I only was there at the time of Philip Halsey. Arwel George took over as the Wales representative from me. I was still linked to the SEAC committee for Wales as Chairman of CCW. Relations were relatively formal, rather bureaucratic. The chairman was very effective and involved members in decision-making but in a rather formal way, and clearly a way which was with one eye on the DES. He had come from the DES and the DES was keen to push the agenda in the way it wanted it to go. From the beginning DES officials moved large in meetings saying what they would like to see done, or rather what ministers would like to see done. There was a very strong element of the DES calling the shots.

That did not happen to the same extent with CCW. Welsh Office staff were very active and involved in all discussions and made valuable contributions. They were helpful and a full part of the process. They did not (and do not) sit and observe. They much less obviously try to steer the Council in a particular way. They accepted the Council's independent role and that it needed to adopt understand its own position. They contributed a Welsh Office point of view because CCW also had to understand their position. It was interestingly different. There was a sub-committee structure to deal with things in between meetings. In every subject CCW had a wide network of people who fed expertise into their thinking. Officers would then pull that together and the Council would consider it. CCW received the recommendations of the working groups, take the council members through it. So that sort of process was going on too.

The other different thing about the curriculum councils in the beginning was, (my strongest memory was) that of the first meetings of the two councils over the same period. The SEAC meeting was in an hotel in Oxford. We were immediately into getting the Key Stage 1 SAT contracts set up and Nick Stuart of the DES was running through the decisions which were needed urgently this is the way the DES saw it. That was the first meeting.

The first three (CCW) meetings were open agenda meetings without formal

business and there was a broad topic for each meeting. Members were invited to contribute and one or two were actually asked to lead the discussions. I think, from the beginning that CCW (I don't know what the parallel situation was like in NCC at that time) - I'm talking about 1989-1990. But from the beginning, CCW wanted to ensure that it did not become overly involved in commonalities. They were independent, they were set up by the government department themselves - we had no control over that. We were just receiving recommendations of the working groups and then the information would have gone to the Welsh Office. But we did set up a consultation which was apart from the general public consultation which the Welsh Office conducted.

It involved a big scale consultation with schools and conferences. Then CCW produced a draft and final version. The message was that the curriculum was a focus for a professional discussion which involved each school and not just an overview to be developed by national personnel. Because of the size of the Wales, CCW could consult widely and with every school. CCW always felt that the National Curriculum subjects were only part of the picture. It was a very big exercise for CCW which I think did us a lot of good, because I think people needed that. CCW believed that people in schools needed to be encouraged to believe that the curriculum was not all a matter of statutory Orders. It was coming to it's climax when I took over the chairmanship. It was essentially taking place, but I wasn't centrally involved in doing it, but it was a very good exercise. From the beginning, there was a movement to look at the whole curriculum. This eventually and that eventually lead to the *The Whole Curriculum in Wales 5 - 16* a document which is entirely a CCW initiative. I think it was much more strongly developed in Wales than it was in England - enthusiasm for that sort of exercise.

CCW's Chief Executive (Bernard Jones) found it very difficult to deal with the NNC's Chief Executive (Chris Woodhead) partly because he did not seem to regard CCW as being important. Meetings would be postponed or cancelled making it very difficult to establish the right kind of relationship to what was supposed to be between two sister organisations. It was awkward for the NCC when CCW started to take a different point of view, because that

increased the problems in England. We started to get into curriculum differences of more fundamental kind. It came to a head over National Curriculum English.

Now, if you look at the history of the three subjects where Wales went down a different path to England - art, music and English - the stories will all be the same in each case, that a very strong push to the right politically in England through which the NCC very largely took the curriculum in the direction which was so unpopular. The NCC ignored some of the most important recommendations of the working group. They were unhappy about the extent to which the Orders reflected classical and traditional forms of music. Teachers views were not well received, so they ignored, so the NCC ignored the consultation and went down a different path. Now we were always going to have the question in Wales to whether there should be a Welsh dimension. It could have been a very minor codicil to the curriculum just as it is in geography. But because the NCC were so determined to push their own ideologies against the working groups and against the consultation in England, the Welsh Office not only had the Welshness issue to resolve but also that people were up in arms about the nature of the general curriculum. CCW was presenting a very strong case in favour of the working groups as well as making sure the Welsh dimension was in the art and music curriculum. The Welsh Office ultimately felt, I suppose, that it could both endorse the consultation in Wales and in England and at the same time please people in Wales by stressing the Welshness of the art and music curriculum and going for a different curriculum. The Welsh Office must have taken the decision that it was worth getting some disapproval from the DES because of the tremendous pressure in Wales to go down the path which we were advocating in CCW.

The same thing happened in a way, on English. This is different and in a way more complicated. CCW did not want to reopen the English debate in 1991. We recommended that the English should not be reviewed because it needed time to settle in as it had only been in place for 2 years. We said that the time was not right for review. The right wing in England were not happy with the English Curriculum. They never had been happy and they had taken

control of the National Curriculum. They managed to get the NCC and the Secretary of State to agree that there should be a review. Once we were in that review (It was supposed to be a joint review between the CCW and NCC which was a pretty fraught joint exercise!). We found ourselves differing for the same reasons that we did not want the review in the first place. But again the Welsh Office was very wary of that because they did not offer the same political benefits in saying we had a Welsh/English curriculum and that it was a much higher profile issue. But they acknowledged that we had a case, and they were willing to listen to us and they did try to square the circle politically by not embarrassing their colleagues in London.

Whilst ministers, so long as we have a similar structure, are always going to be faced with the dilemma as to whether they should have a combined front with their colleagues in London, or whether they choose to have a different tack. If that becomes more normal it will become less of an anxiety.

The comparison over that period (1988 - 1991) was very interesting because from the start, the two councils worked in very different ways. From 1991 onwards, the smoothness of the communications went and there were increasing tensions between the two councils. It was exacerbated by the fact that (David Pascal), the chairman of the NCC by that time, really did not want to know about Wales, did not want to notice Wales. He would acknowledge us from time to time but really his agenda was in England. It was awkward for him when we started to take a different point of view, because that increased his problems in England.

At the same time, of course, there were issues of how history should be handled, which had particular Welsh issues. Very strong feelings were expressed about a distinctive history curriculum and CCW supported it. The kinds of subjects that were kept in the history and geography Orders in Wales reflected school needs. Because history was further down the line, and how history would be handled hadn't been decided, CCW took a strong interest in how it should be handled. CCW strongly supported the case that there should be a separate history curriculum for Wales, which is what the Welsh Office decided to ensure that there was a distinctive history curriculum. So CCW

gave top priority to the case for a separate history curriculum for Wales. The Welsh Office decided to endorse as distinctive history curriculum.

At the same time CCW was giving a pretty high priority to cross-curricular theme. A fair amount of the money was given into the 'development-of-understanding' work. Then we moved on to help education. Originally, at least, the budget paid quite a bit of attention to the cross-curricular themes. And I think in principal the CCW would still want to continue to give a lot of emphasis to cross-curricular themes. Increasingly between 1990 and 1992 the same kind of pressures were being brought on CCW as was brought on the English councils to concentrate on the basics, and particularly on the teaching of maths and language. Put your energies into helping maths teaching, language teaching said Welsh Office officials. Certainly, I never knew whether it was the officials or the ministers that were pushing this. They were able to push into diminishing the amount of time and money spent on anything other than the National Curriculum subjects.

The budget was always the pressure point. Sometimes in late Autumn, CCW would go through the process of reviewing priorities, start looking at programmes for the following year financial year, and come to the Welsh Office with a draft programme that was dependent upon the total resource available and of course dependent on the approval of ministers on the particular of the programme. That was always the point at which relative priorities came to a head. Because, ultimately, whatever the CCW wished to submit to the Welsh Office, the Welsh Office could say, 'We're not going to give you the money for that' and had to, in effect, veto what was in your programme. Even though they did, on the whole, respect your priority and listen to your arguments. You couldn't do what you wanted to do without the Welsh Office approval because it was a budgetary matter.

The Welsh Office had to approve our programme. CCW had tried to co-ordinate some of the work we were doing with the NCC but - as you gathered from what I said before - relations and lines of communications were so poor that it did not work very well. With a little bit of information from NCC and by looking to the Welsh Office for approval, the CCW made an attempt to

ensure that work was done in common with NCC, but in truth, it was largely a CCW programme. Whether they looked to the DES on it I don't know.

Budget was tight, and they therefore said we needed to concentrate on this, this and this. We would come back and say we wanted that, that and that. It became a budgetary matter. We would put it in our budget proposals for next year, and suggest that we would allocate this much to that and this much to this, and then the Welsh Office would come back and say well, 'You should spend more on that and less on that'. It was the non-statutory subject work which was always the bit squeezed because they felt it was a luxury. They did not see it as being important and of course more and more attention was being paid in England to core subjects and the need to support teachers in the core subjects.

Because the number of people involved in the support programme across the whole country was very large and there was a sense of participation in the programme of change. I still think - although difficult to prove - it was valuable in making, (not just in the process itself but in what it produced) teachers feel it was their curriculum and not somebody else curriculum imposed from the top. I'm sure it had a beneficial effect in that way, although I have no evidence to prove it.

So that the teachers support programme, for example, which had been seen across all the subjects and across the cross curricular theme as well, tended to become more biased. But again we protected a little of that. We did carry through the teachers support programme in all the foundation subjects and made sure that there was some material for all the subjects. There is always that argument about where the emphasis should be.

Between the subject officers and subject committee, teacher support groups were established and the programme put in place. That work was then carried through to the point of draft application by the subject committee. Effectively, the teachers programme was very ambitious - very wide ranging. About the time I took over, I think they were starting to feel the bottle-neck effect of a mass of results coming through from the groups which was very

difficult for the small publications department to handle. It was channelling these various initiatives through the publications process and it was building up all the time. The early subjects were bringing through publications one after the other, and there were more and more subjects coming through. We did have a very large number of publications to handle and that created difficulties. That has been a subject, Alun Evans (Cardiff University) has done a review of the programme.

I think there were lessons to be learnt about the sheer ambition of the scale of the programme. I don't think any of us would have wanted a narrower focus but certainly with hindsight, by the time I came into the chair I found it very difficult to cope with the amount of material coming through, to give it proper attention both in terms of scrutinising it to seeing that it was appropriate and having decided it was appropriate putting it through and publishing it. The Welsh Office, I rather think from very early on, decided that the CCW had taken on more than it could chew and was critical of that side of the scale of the programme and the difficulties of managing it.

NCC did not have Teacher Support Groups, not on quite the same basis, I think. My impression - again as one that was on the margins of it for three years, or just aware of it as a council member - was that there was a very strong belief in certain peoples' minds that, if you like, you could regard the Schools Council model of 'active-teacher-participation-of-curriculum-development-initiatives- managed-from-the-centre-developed-locally'. There was a commitment to that style of curriculum development which in spite of the changed circumstances of the new legislation and all these things people like Bernard were very very committed to seeing it continue, I certainly think, in Wales. Neither NCC or SEAC had an equivalent. NCC commissioned people to do certain things but it was much more a central organisation giving a contract to somebody to do something rather than using a grass roots network of people across a wide range of fields which we had in Wales. As I said, CCW carried out an ambitious Teach Support Programme involving a grass roots network of people. Through this they produced support materials in all national curriculum subjects, addressing many other additional themes and dimensions. The Welsh Office, I rather think from very early on, decided that the CCW had taken on more than it could chew and was critical of that

side of the scale of the programme and the difficulties of managing it.

We also kept things going like the *Curriculum Cymreig*. That's a CCW initiative included in the *The Whole Curriculum in Wales 5-16* document. When I took over as chairman, I managed to persuade the Welsh Office that the council could do work on it. After some persuading, the Welsh Office agreed that the *Curriculum Cymreig* would be retained in CCW's development programme, so they were not pushing CCW into core subject work. They did agree that that would be retained in our programme, and that we would continue to develop it. I don't want to be too bleak about that. I understood the position and they weren't just pushing us into doing core subject work in that direction. Through the Teacher Support Programme and The Whole Curriculum 5 - 16 exercise, CCW did make many teachers feel part of the curriculum changes.

That was a definite plus politically as well as practically. I'm not sure whether the Welsh Office ever really recognised that, because we would constantly put that to them. They would say, Where is your evidence? We would say, 'Well, you have a more positive teaching profession in Wales than you have in England towards the National Curriculum. Maybe these initiatives we're taking have played a part in that'. It was a strong view of CCW. It was nice also to get credit from England for the publications. You would go to England and you would find that they were picked up in England, used in England. In a way were people were saying, 'Well, why don't we have this sort of material in England?' O.K. that is only anecdotal evidence but it was a reinforcement of a sense that it was the right way to do things.

1.4 Nature of parallel development

Co-operation went from being quite good in the beginning through a very bad period into a period when things looked up again when Dearing came in. The NCC was in the picture quite strongly between 1988 and 1991 because at that stage, the chairs of the three councils were attending each others meetings. There was cross representation of the senior people on each of the councils so when there was something about comparison or different points of view it was well represented. Whatever else went on with officers, there

was the immediate point of contact at the senior level which oiled the wheels. There was mutual acceptance of differences, and NCC representatives were accepted as very helpful member of the CCW meetings because they would interpret for us what was happening in England. When there was something about comparison or different points of view, you had it from the horse's mouth. Hywel, (Chair, CCW) was going to meetings in England as well to report to CCW. I did not get the sense there were any serious disagreements between NCC and CCW. So it seemed to go pretty well.

That all broke down in 1991 when a serious difficulty occurred when the NCC was going through a crisis. There was a lot of internal politics within NCC and Duncan Graham was pushed out. They apparently thought that the Department for Education and Science was trying to dominate too much and that their council meetings were full of outsiders who were trying to push them this way and that. This resulted in the NCC engineering the breakdown of the mutual meetings arrangement. It collapsed at a senior level when the chairman of CCW was no longer invited to NCC meeting. That immediately lost common ground in communication. I don't think this was aimed at CCW but the effect of that was that the NCC engineered the breakdown of the meetings arrangement. They did not any longer invite the chairman of CCW to their meetings. We still invited them to ours but the mutual arrangement collapsed at that level. That immediately lost common ground in communication. The NCC was in the picture quite strongly, because at that stage, as I said, the chairs of the three councils were attending each others meetings. It was usually Peter Watkins (deputy to Duncan Graham) who came to our meetings

There was a very big contrast when Sir Ron Dearing took over in April 1993. He respected the distinct roles the two councils and immediately promoted amicable relations, by improving communications and set up mutual meetings. From the first, he took account of Wales and entirely recognised the country's own priorities and attempted from the start to carry the whole review forward on a joint basis. He immediately was into amicable relations, improving communications, and that can only be put down to the effect of a different outlook in England from two different people working in very

different ways!!! So that from the moment Sir Ron Dearing took over in April 1993 things looked up tremendously well. He and I had a number of meetings when we talked through what we were dealing with. He was entirely recognising Wales and its own priorities, that was something he wanted to accept. So it went from being quite good in the beginning through a very bad period into a period when things looked up again when Dearing came in.

2. Agency Involvement in the Development of the National Curriculum in Wales

2.1 Shaping the original Orders

I think, from the beginning that CCW (I don't know what the parallel situation was like in NCC at that time) - I'm talking about 1989-1990 - always wanted to make sure that it did not only get involved in commonalities. They were independent, they were set up by the government department themselves - we had no control over that. We were just receiving recommendations of the working groups and then the information would have gone to the Welsh Office. But we did set up a consultation which was apart from the general public consultation which the Welsh Office conducted.

From 1991 onwards, and I would certainly say it was NCC's doing. The smoothness of the communications went and there were increasing tensions between the two councils. It came to a head over English. National Curriculum English was a really big issue. We had several meetings trying to resolve. I think that was exacerbated by the fact that David Pascal, chairman of the NCC by that time, really did not want to know about Wales, did not want to notice Wales. He would acknowledge us from time to time but really his agenda was in England. It was awkward for him when we started to take a different point of view, because that increased his problems in England. We also had a wide network of people at CCW who for each subject were invited to comment and feed expertise into our thinking, and the officers would then pull that together and take the council members through it. So that that sort of process was going on too.

At the same time, of course, there were issues of how history should be handled, which had particular Welsh issues. Very strong feelings were

expressed about a distinctive history curriculum and because history was further down the line, and how history would be handled hadn't been decided, CCW took a strong interest in how it should be handled. CCW strongly supported the case that there should be a separate history curriculum for Wales, which is what the Welsh Office decided to ensure that there was a distinctive history curriculum. So that sort of issue came, when the CCW decided to give it top priority rather than run through what somebody suggested.

HMI led a very small committee to draft the initial National Curriculum for music and brought two Key Stage 1, two Key Stage 2 and two Key Stage 3 teachers together to give comments. Then they wrote UNITS OF WORK to match the National Curriculum as non-statutory Guidance. There were far more teachers on this committee than on the equivalent committee in England. Music in Ireland has only 1 AT which is 'music'. Music in England has 2 ATs Performing and Composing and Listening and appraising. There was the suggestion that the Welsh dimension was used to push a better music curriculum rather than to push a distinctive Welsh flavour. The Welsh Office have to have a very good reason why it has decided to be different from England. So the distinctiveness in Music was used to pass the proposal for a different National Curriculum in music in Wales.

In Wales, there was a history of co-operation - the Schools' Council led the way by working hand-in-hand with the teaching profession and with the colleges. CCW built on it and benefited from it by being nearer to what was needed in the classroom. The Orders are much more likely to take effect in Wales because of teacher ownership. This attitude of involvement prevailed through all consultations particularly in the Welsh Office's major consultation exercise of 1990 resulting in the production of *The Whole Curriculum 5-16 in Wales*. This document was a major step forward because it outlined clearly the principles which the CCW believed should underpin the whole curriculum. "There was a very strong belief in certain peoples' minds that you could adopt the Schools Council model of 'active teacher participation of curriculum development initiatives managed from the centre and developed locally' model into CCW in spite of the changed circumstances of the new legislation.

However, CCW was committed to that style of curriculum development.

The number of people involved in the Teacher Support Programme across the whole country was very large and there was a sense of participation in the programme of change. Teachers felt it was their curriculum and not somebody else's curriculum imposed from the top. CCW carried through the Teacher Support Programme in all the foundation subjects, making sure that there was some material for all the subjects. But there was always that argument about where the emphasis should be.

Neither the NCC or SEAC had an equivalent to the Teacher Support Programme. The NCC commissioned people to do certain things but it was much more a central organisation giving a contract to somebody to do something, than using a grass roots network of people to develop material across a wide range of fields as we had in Wales.

These materials which were developed in Wales were picked up and used in England and there are examples of English teachers there asking why they could not have access to CCW / ACAC materials. The two curriculum councils worked separately and differently on producing non-statutory guidance and many English teachers liked the Welsh material better because it was produced by teachers for teachers. Praise from England for the material was much appreciated. It is only anecdotal evidence but it was a reinforcement of a sense that it was the right way to do things.

There was a bottle-neck effect when a mass of material came through from the groups. The quantity of material produced made it difficult to scrutinise it properly and judge its appropriateness. It was very difficult for the small publications department in CCW to handle such a large number of publications and it was building up all the time. By the time the subject officers, the subject committees and the Teacher Support Groups were established and the programme was put in place, the Welsh Office decided that the CCW had taken on more than it could chew and it was critical of the size and scale of the programme and the difficulties of managing it. It was a very ambitious programme of very wide ranging initiatives.

There were lessons to be learnt about the sheer scale of the programme but none of us would have wanted a narrower focus. CCW couldn't do what they wanted to do without Welsh Office approval because it was a budgetary matter. CCW would outline proposals annually and the Welsh Office would allocate funding.

At the same time CCW was giving a pretty high priority to cross-curricular theme. A fair amount of the money was given into the development-of-understanding work. Then we moved on to help education. Originally, at least, the budget paid quite a bit of attention to the cross-curricular themes. And I think in principal the council would still want to continue to give a lot of emphasis to cross-curricular themes. Increasingly between 1990 and 1992, the same kind of pressures were being brought on CCW as were brought on the English councils to concentrate on the basics and particularly on the teaching of maths and language teaching. Certainly, I never knew whether it was the officials or the ministers that were pushing this. They were able to push into diminishing the amount of time and money spent on anything other than the National Curriculum subjects.

Budget was tight, and they therefore said we needed to concentrate on this , this and this. We would come back and say we wanted that, that and that. It became a budgetary matter. We would put it in our budget proposals for next year, and suggest that we would allocate this much to that and this much to this, and then the Welsh Office would come back and say, 'Well, you should spend more on that and less on that'. non-statutory subject work was always the bit that was squeezed because the Welsh Office felt it was a luxury. More and more attention was being paid in England to core subjects and the need to support teachers in the core subjects. Then the Welsh Office took the stance that funding was for the basics not for non-statutory guidance.

So that the Teachers Support Programme, for example, which had been seen across all the subjects and across the cross curricular theme as well, tended to become more biased. But again we protected a little of that. We did carry through the Teachers Support Programme in all the foundation subjects and made sure that there was some material for all the subjects,. There is always

that argument about where the emphasis should be.

The budget was always the pressure point. Sometimes in late Autumn, council would go through the process of reviewing priorities, start looking at programmes for the following year financial year, and come to the Welsh Office with a draft programme that was dependent upon the total resource available and of course dependent on the approval of ministers on the particular of the programme. That was always the point at which relative priorities came to a head. Because, ultimately, whatever the council wished to submit to the Welsh Office, the Welsh Office could say, 'We're not going to give you the money for that' and had to, in effect, veto what was in your programme. Even though they did, on the whole, respect your priority and listen to your arguments. You couldn't do what you wanted to do without the Welsh Office approval because it was a budgetary matter.

The Welsh Office had to approve our programme. We did try to co-ordinate some of the work we were doing with the NCC but - as you gathered from what I said before - the relations with the NCC were so poor and the lines of communications were poor and that did not work very well either. The Autumn term cycle of discussion and proposals (with a little bit of information from NCC in an attempt to try to ensure that some work was done in common) was very largely the CCW programme, looked to the Welsh Office for approval. Whether they looked to the DES on it I don't know.

Between the subject officers and subject committee, teacher support groups were established and the programme put in place. That work was then carried through to the point of draft application by the subject committee. Effectively, the Teachers Support Programme was very ambitious - very wide ranging. About the time I took over, I think they were starting to feel the bottle-neck effect of a mass of results coming through from the groups which was very difficult for the small publications department to handle. It was channelling these various initiatives through the publications process and it was building up all the time. The early subjects were bringing through publications one after the other, and there were more and more subjects coming through. We did have a very large number of publications to handle

and that created difficulties. That has been a subject, Alun Evans (Cardiff University) has done a review of the programme.

I think there were lessons to be learnt about the sheer ambition of the scale of the programme. I don't think any of us would have wanted a narrower focus but certainly with hindsight, by the time I came into the chair I found it very difficult to cope with the amount of material coming through, to give it proper attention both in terms of scrutinising it to seeing that it was appropriate and having decided it was appropriate putting it through and publishing it.

Because the number of people involved in the support programme across the whole country was very large and there was a sense of participation in the programme of change. I still think - although difficult to prove - it was valuable in making, (not just in the process itself but in what it produced) teachers feel it was their curriculum and not somebody else curriculum imposed from the top. I'm sure it had a beneficial effect in that way, although I have no evidence to prove it.

I think through things - not just through the teachers support programme - but things like the Curriculum 5 - 16 exercise, we did in Wales do enough in CCW to make many teachers feel that they were part of the change. That was a definite plus politically as well as practically. I'm not sure whether the Welsh Office ever really recognised that, because we would constantly put that to them. They would say, Where is your evidence? We would say, 'Well, you have a more positive teaching profession in Wales than you have in England towards the National Curriculum'. Maybe these initiatives we're taking have played a part in that.

2.2 Shaping the reviewed Orders

The Welsh Office asked the CCW to take part in a curriculum review with Sir Ron Dearing. It implemented the recommendations of the CCW and the ACAC arising from the review. No-one will admit the level of influence that Wales had on the review processes. By looking at the Interim reports and then looking at the final reports that came out from England into Wales and

just by comparing letters that went to the Minister you would be amazed at the level of Welsh influence. CCW worked hand in glove with Ron Dearing. From the first, Ron Dearing took account of Wales. He respected the distinct roles the two councils had. He immediately was into amicable relations, improving communications, and that can only be put down to an outlook in England of two different people working in very different ways. So that from the moment Sir Ron Dearing took over in April 1993 things looked up tremendously well. He and I had a number of meetings when we talked through what we were dealing with. He was entirely recognising Wales and its own priorities, that was something he wanted to accept. He was obviously trying to carry the whole thing forward on a joint basis, and did that very well. So it went from being quite good in the beginning through a very bad period into a period when things looked up again when Dearing came in. CCW had a great amount of freedom which is obvious from the way things developed. They fulfilled their responsibility to inform the Welsh Office by collecting responses, collating them and presenting them in a report. They influenced the process in England and influenced the amount of time given to and some of the basic principles in the physical education and modern languages Orders.

2.3 Reasons for distinctiveness

There was general agreement in CCW from the beginning that Welsh would be a major part of the curriculum in Wales and in that way the curriculum in Wales would also be unique. This gelled people together in agreement.

Before the review there was no definite acknowledgement of the *Curriculum Cymreig*'s existence. The history and geography Orders were different from the equivalent English Orders and this was evidence of its existence. Things have changed since the review and all Orders contain a statement relating to the *Curriculum Cymreig* - even the Orders which are statutory in both England and Wales. In England when anyone tries to develop a notion of an English identity in schools it becomes a highly controversial issue because it seems to be hostile to multiculturalism. In Wales, it has largely been regarded as a positive thing because it enables young people to understand the culture of their own country.

As I said, the *Curriculum Cymreig* was a CCW initiative was included in The Whole Curriculum 5 - 16 in Wales document in 1991. It wasn't a statutory thing, it was just something that was happening. People were talking about it and the Curriculum Council was trying to help people think it through. That's why it appeared in the curriculum 5 - 16 document. Then having appeared there (that was in 1991), I was determined we wouldn't just leave it there that a paragraph in a curriculum document wasn't enough. So that's why we took it through the next two stages of: having a group looking more fully at what it could mean; the first of the advisory papers on the subject (and then the stage after that of); the development work. In particular instances, there were quite deliberate attempts to give schools more assistance in interpreting this aspect of what they were doing. It was something which I felt strongly about.

It is interesting how when Nick Tate in England tries to develop a notion of the English identity in schools it becomes highly controversial. He gets an awful lot of criticism for mentioning it because it seemed to be hostile to multi culturism. Yet in Wales, I think it has been largely regarded as a positive thing because it would help to underline the fact that we are creating our own curriculum, and not just picking up bits of legislation which happen to be different. While there are all sorts of difficult questions about culture in the curriculum, which we haven't really faced up to because we have been dealing with a very pragmatic level. It was certainly something I was very glad to be associated with during that period. It wasn't a world shattering initiative but it was important one which had been symbolically important and practically important for the Council.

I still think the pragmatic issue of developing a distinctive curriculum which enables young people to understand the culture of their country is an important task for something like the CCW and we did something to help that. It needs to be taken on, there is always the issue of whether it fades. Yes, the *Curriculum Cymreig* may be something that has a certain currency for a time because it is fashionable - certain schools will take an interest then it will become a low priority. As I said, in their first three meetings, the new CCW was encouraged to have an independent view and is always has. The

Welsh dimension was not a world shattering initiative, but it was an important one which was symbolically and practically important for the Council.

Yes, in the first meetings we had a discussion on the Welshness of the curriculum and the way in which it should develop in a way which was fascinating and with people whom I had not met before. Immediately there was a sense of talking through the issues and having our own point of view and understanding others point of view. Feeling you were in control of the discussion. OK after that we had to get down to the dead lines and things that were coming at us. We decided on curriculum orders, it made a big difference I think, those first three meetings, the way in which the council took on its own agenda. Hywel Evans (CCW's first chairman) was very much of that view. He wasn't there to do the Welsh Office's bidding necessarily. He wanted the Council to have an *independent view* and was glad to encourage that. I think members enjoyed the meetings and found them more satisfying, feeling that they were taking responsibility.

From 1991 onwards, and I would certainly say it was NCC's doing. The smoothness of the communications went and there were increasing tensions between the two councils. It came to a head over English. National Curriculum English was a really big issue. We had several meetings trying to resolve. I think that was exacerbated by the fact that David Pascal, chairman of the NCC by that time, really did not want to know about Wales, did not want to notice Wales. He would acknowledge us from time to time but really his agenda was in England. It was awkward for him when we started to take a different point of view, because that increased his problems in England. We held our ground to a certain extent with English. The Welshness of the curriculum was helped by the way in which the NCC was handling the curriculum in England. They made it easy for CCW to distance themselves from them and do what we wanted to do.

At the same time, of course, there were issues of how history should be handled, which had particular Welsh issues. Very strong feelings were expressed about a distinctive history curriculum especially so because

history was further down the line. So how history would be handled hadn't been decided. CCW took a strong interest in how it should be handled. CCW strongly supported the case that there should be a separate history curriculum for Wales, which is what the Welsh Office decided to ensure that there was a distinctive history curriculum. So that sort of issue came, when the council decided to give it top priority rather than run through what somebody suggested.

3. Educational Power Bases

3.1 Whose schools?

I think increasingly they are becoming the Welsh nation's schools, and I think very healthily so. No policy actually happens neatly according to a formula and according to a set timetable. These things always are a little haphazard and unplanned in some ways. If you compare 1996 with 1986 especially to the extent that the Welsh Office is responsible for all levels of education in the way it did not used to be, it is obvious that increasingly schools are becoming the Welsh Nation's schools. This reflects the work of CCW and there is a general ground swell of opinion that we want a separate system and CCW was a vehicle for that. We are all working in the same direction of Wales creating its own system and gradually bit by bit distancing ourselves from things in England. Gareth Elwyn Jones view of which nation's schools, points out that there are all sorts of different pressures. Even if the Welsh Office chooses to follow England - and it may well do for political reasons - in all sorts of ways the situation is very different from 10 years ago

3.2 Current power bases

That is not easy to answer. I think there is still obviously power which is still a statutory matter in the government departments and the bodies which have a statutory responsibility to the National Curriculum like ACAC and SCAA. There's that kind of power of control. Organisations like CCW and ACAC are very important that they see their role not just as monitoring and operating the system, but actually helping to stimulate the system, I do believe that this is an important part of what these organisations can do. There is also the power that those organisations have to stimulate or to have a negative debate on the system.

I would have thought the real issue of where the power is in the classrooms. I see some encouraging signs of teachers in schools having power that they hadn't felt able to exercise because they felt so overwhelmed by the need to implement everything. There is that sense, I think, of reclaiming responsibility and control over the curriculum to the schools, but I think that is very patchy from school to school and depends largely on professional confidence.

The real crunch with power will come with the next National Curriculum review. The post - Dearing implementation will supposedly have a 5 year monitoring. But the crunch point for power - which way its taken, by whom - will be in 4 years time. There are some absolutely vital decisions to be taken about the nature of the reviewing process and whether it will be just a tinkering or something much more substantial. Then we will see how the land lies.

One of the things I would most like to see is the reopening of the wider debate about the kind of curriculum we have. We are having to work through a national curriculum that we have to live with, whether we like it or not everybody has had to think in those terms with the 1998 Act. We in Wales have not been very good in the education debate because we've been too busy coping with the 1988 Education Act. Everybody has had to think in those terms since the 1998 Act, Although its going to be there for some time, it is not going to be there for ever. It is time for us to return to the issues we debated before 1988 when we used to talk about what kind of curriculum we should have and how we could organise it. Until we have a healthy debate involving not just education professionals but also the wider public, we will not have the momentum to rethink it. This Act isn't going to be there for ever, but its going to be there for some time.

4. Distinctiveness of the National Curriculum in Wales:

The Curriculum Cymreig

4.1 Interpretation

Any curriculum, whether you design it to be so or not, reflects the culture of the people who are participating in it - both those who are teaching it and

those who are learning it. A distinctive *Curriculum Cymreig* can be totally different in any one school and in any one community. The Welshness of schools in Wales will depend on teacher expertise and enthusiasm and on the varying degrees of Welshness in the communities. But I think also that we have the beginnings in the legislation, really for the first time, of a curriculum which was being shaped as a whole to give a character which was Welsh to the school curriculum. Obviously the language, the legislation of Welsh as a subject. The requirement of Welsh history, Welsh geography, Welsh art and Welsh music ensures that schools in Wales work in a different context from a different statutory base. So that raises the questions: Is it just bits and pieces? Is it just learning the language? Is it learning a bit of Welsh history? I think for many people it has got to be more than that. In other words, its not just the bits of statutory legislation, not just the things that you happen to do because you live in Merthyr or Blaenau Ffestiniog or wherever. The idea of the *Curriculum Cymreig* was to give a concept which encompassed these things which enabled people to see that there was more than just the past and there was more than just a locality. That the school can do things to help young people identify with the culture of Wales in all sorts of ways and if it can do it consciously rather than accidentally. It did seem to me to be a very positive feature of the National Curriculum that it was allowing us to think in these terms. The Curriculum Council needed to give a lead to help people think in these terms.

I think the interesting thing is that once you go beyond this kind of thing that has been done so far you really do have to acknowledge that the *Curriculum Cymreig* is different in Gwent to Gwynedd or from one school to another. So that it becomes something that is difficult to handle at a national level . Even then it does not mean that you cannot handle the national level. If you believe it is important you can give funding to it you can do work on it and enable schools to do well. I am not quite sure where that stands at the moment in priority.

4.2 Status

This statement is of crucial importance in the history of the development of the Curriculum Cymreig. This gives teachers an opportunity to develop ideas

in their own way. In Wales, a third of the schools operate through the medium of Welsh and the official English SATs are not operative in our Welsh-medium infants schools. I was interested that the 1995 revision made sure that the *Curriculum Cymreig* became a statutory requirement for the first time. O.K. it was only a sentence in the orders in the introductory bit. Its not something that a school thinks about if it wants to. It is actually legally a requirement of schools in Wales to give attention to the *Curriculum Cymreig*.

4.3 Strategies for ensuring delivery

The 1995 revision made sure that the *Curriculum Cymreig* became a statutory requirement for the first time. O.K. it was only a sentence in the orders in the introductory bit. Its not something that a school thinks about if it wants to. It is actually legally a requirement of schools in Wales to give attention to the *Curriculum Cymreig*. Then, as ever, it will be a matter as to whether those in schools which are interested in it and those organisations like ACAC who believe in it wish to give it some priority and give further impetus to its development. There is a need to develop an overview of what you are doing in respect of reflecting Welsh culture in your school.

Then, as ever, it will be a matter as to whether those in schools which are interested in it and those organisations like ACAC who believe in it wish to give it some priority and give further impetus to its development. If you believe it is important you can give funding to it you can do work on it and enable schools to do well. I am not quite sure where that stands at the moment in priority. The *Curriculum Cymreig* is different in Gwent and Gwynedd and from one school to another. So that it becomes something that is difficult to handle at a national level . Even then it does not mean that you cannot handle the national level.

4.4 School support

Then, as ever, it will be a matter as to whether those in schools which are interested in it and those organisations like ACAC who believe in it wish to give it some priority and give further impetus to its development. I don't know about monitoring, during the period I was concerned with it 1991/92./93 we were talking about development work and the appointment of an officer to

prepare the initial advisory paper and to do the development work that was set up.

5.0 Predicted Future Developments

5.1 National Level: General perceptions

Well I think we have an institutional problem at the centre because we have ACAC at the moment but we also have, of course, the proposition that there could be a Welsh Assembly. We have WJEC continuing in a new form. The real question to me is: How the development of the system in Wales is going to be handled at the centre? By whom? What kind of organisational framework do we have?

The unitary authorities provide the local level organisational framework but it is still pretty cloudy as to what will happen at a national level. There has always been a tension between the Welsh Office, CCW and the WJEC because all three are all-Wales organisations with somewhat overlapping agendas, not necessarily agreeing with each other. If the Welsh Assembly was added to that complexity, it would not do the system much good. On the other hand, if the Assembly took on education as a serious concern guided by elected members' policy, then you would have what we have been lacking - the democratic involvement in decision making on an all Wales policy. I have often felt with the kind of encounter I referred to earlier that I would have loved to have been able to say to the Welsh Office, 'Well you may think this but I wonder what the Assembly - which is responsible for policy for Wales - thinks about this as well?'

There was no third party to turn to. Ultimately, we were funded by the Welsh Office and they were accountable through the Secretary of State, of course, but it was a very distant kind of accountability. Really, if we had been working in a situation with the officials in the Welsh Office, the officials in CCW and the Welsh Assembly we would have had an interesting situation. The priority for the system would have been thrashed out and ultimately decided by the Assembly democratically. Then CCW and the Welsh Office would be given the task of implementing it. That is what I would like to see,

and that is what we may see. We have got a number of different organisations in the centre in Wales. We have the Welsh Language Board, for example, in relation to the development of the language in schools there is another organisation which is important in this respect. I think there is a weakness that comes from diffusion of responsibility even when the organisations co-operate. WJEC and ACAC are on good terms and work together with the Welsh Language Board and so on. This does not actually help very much because of a loose focus as to what the education system is trying to do. If it was set up properly, the Welsh Assembly would be that central focus and organisations like ACAC would be answerable to it. I don't know whether that was the answer to quite the question you had in mind. I think that one of the things I have come to feel most strongly about is that in all sorts of curious ways the last 10 years has been that Wales is taking more responsibility for its education policy. Some of them largely accidental.

You could say that if the NCC hadn't been so dogmatically right winged about art and music you might not have had a separate art and music curriculum, not really accidental but it wasn't a deliberate Welsh Office policy, unlike the history curriculum. What we need is some kind of discourse in Wales which reinforces our own questions and our own priorities rather than allows them to be knocked off course all the time by what is coming to us from England. This tends to happen because the political agenda very often is and English agenda, the media are England dominated. So while we have got the makings of a distinctive system and there are all sorts of things we can do with that system, the Welsh are restricted. We need to have a debate of discourse in Wales and the organisational structure to take on these things which will allow us to be strong enough to have an agenda. CCW has done quite a lot out of the role it was given, to help create that agenda. But there are still reasons why we find ourselves not taking it forward - organisational diffuseness, dominance of issues from England.

It could well change, and I think that the very existence of an Assembly and the role it chooses to take for itself is absolutely critical. It is not the only think that matters obviously. There are need to be developed within the system. I think that would be very important if were to see further

development of a system which is distinctive. That's what people want. Its not just in education, there is a general feeling in the public that we would like our own system which is organised in its own way for people in Wales and that is what keeps us going in some way. People have a positive sense of what they are working for, rather than simply (as I think sadly has been the case too often in England) of coping with things which been thrown at them.

We have had a sense in Wales of this being a development process. The Welsh language has been felt as a development process, tremendously the most positive bit of the National Curriculum and the *Curriculum Cymreig* is all part of this. The people in Wales are feeling that in spite of all the problems and the headaches that we have had with the National Curriculum there are some good things coming out of it and it has helped to take things forward. I think we are very lucky in that way that it has been a vehicle for progress in a way that a lot of people in England don't have any sense of taking things forward educationally. I think we do get that sense. Many people I have talked to get that sense with various perspectives. I find that quite exciting to be a part of and to contribute to.

The 1995 revision made sure that the *Curriculum Cymreig* became a statutory requirement for the first time. It will be a matter now as to whether those in schools which are interested in it and those organisations like ACAC who believe in it wish to give it some priority and give further impetus to its development. I have heard people say in relation to the Inspection Framework, I don't know how true this is, that the *Cwricwlwm Cymreig* might be given more weight. This would then give - as with everything else with the inspection - a sense that it is something schools ought to be giving attention to.

My own feeling is that sooner or later we will have to recognise that the actual curriculum design we're working with is so flawed that it will have to be re-thought. An 11 subject based curriculum is a pretty funny way to design a curriculum for the next century. At that point you have got to if, you can, structure the curriculum differently and develop it differently. Then something like the *Curriculum Cymreig* becomes an important dimension of

what you are doing, rather than one of many cross curricular concerns.

5.2 Regional Level: Local Education Authority

There has been outlined in *Bright Future: the Way Forward*. LEAs will clearly be smaller than they were previously. It will be up to each LEA to develop that in its own community. Their agenda will have to focus more on monitoring standards than it ever was before. They will have to concentrate on raising standards, value for money and how to attack under achievement. They will have fewer schools and that will be an advantage.

B. INSTITUTIONAL, DEVELOPMENTAL AND INDIVIDUAL LEVEL: PRACTITIONERS

6. Teacher Implementation

6.1 Monitoring Strategies

Because the *Curriculum Cymreig* is different from one school to another it becomes something that is difficult to handle at a national level. Even then, it does not mean that you cannot handle the national level.

We went in to further development with particular schools and it wasn't seen by the council at that stage as something that it built in to its monitoring programme. I think monitoring of National Curriculum would be largely regarded as a subject based thing you needed to know where you're at in each of the subjects in order to make a decision about the future I'm not sure we had anything at all of a monitoring programme, I'm not sure whether ACAC now has. I think the responsibility certainly still exists with the ACAC to monitor it, it's not only an inspection matter, if the curriculum council believes in it then it has to monitor it and continue to take appropriate action in relation to it but as I say since October 1993 I am far less aware of what is being done and what the thinking is on that front.

I have heard people say in relation to the Inspection Framework, I don't know how true this is, the *Cwricwlwm Cymreig* it might be given more weight. This would then give - as with everything else with the inspection - a sense that it is something schools ought to be giving attention to.

6.2 Delivery of change

Well it's seems to me, like everything else which isn't subject based in the classroom, it is more deliverable by the primary school particularly by one that believes in it. This is because the organisation of the curriculum is the school's decision. They choose the focus and they choose the topics. so, as I said before, it is much easier for them to deliver even given the pressures of delivering all the statutory Orders. The difficulty always with the secondary sector with anything that is not straight subject-teaching is whether it can be given sufficient weight to play a significant part of children's learning. Unless you have focus days or some kind of cross curricular initiative then it is likely to be pretty marginal.

The general dilemma for secondary schools - even those who do want to do work of that kind - is how much time and energy they can give to cross curricular initiatives of any kind. It is easier in the primary school, even given the pressures of delivering the statutory Orders.

6.3 Level of improvement

That, I suspect is, where the variability comes in as with so many other things. I would be interested to know, in fact, now in 1996 that if you were to do a survey of the *Curriculum Cymreig* across Wales in different schools, what the teachers' viewpoint would be on it. I don't know, it would be very mixed, I would be interested to know where teachers stand and how they do see it. The issue won't go away. Teachers in general believe that Teacher Assessment is more important and more valuable than testing. It seems that those teachers with more contact with Advisory Teachers through INSET courses are more confident with the concept of best fits and using them. I don't understand what you mean - is it of teachers or of children? We never use the term 'assessment'. We don't assess, we record. We don't assess under the new system until the end of Key Stage 2 and then we call it 'levelling'. Is levelling assessment, would you say?"

Teachers value support materials most when they have had 'hands on' INSET on how to use them. It seems that teachers' level of understanding and implementation is most effective then and where materials are valued

and used, teachers have been given ideas on how to use them. Without 'hands on' INSET the materials have been used. Testing improves teachers understanding of National Curriculum requirements. There are positive signs of a growing awareness of National Curriculum requirements through testing in core and foundation subjects. There is a positive effect of testing on foundation subjects in a few schools through experience of matching work to National Curriculum requirements - a transferable skill.

Generous amounts of time set aside for pre-test revision. Foundation subject put 'on the back burner' during the end of April and the beginning of May in a few schools. Some frustration is shown by teachers because of having to revise without knowing the content of the tests. there is a growing awareness of National Curriculum requirements resulting in more precise planning for teaching and for assessment. (The 'how to' which OHMCI reports state that teachers are doing insufficiently). Teachers have developed their own ideas on how to do it.

One developed a 'how to' index cards of level descriptors and bullet points of activities ideas on the back. of the card for each band of levels within class, also used to plan differentiated tasks. A possible idea could be to present the National Curriculum in a 'teacher friendly' presentation of the reviewed National Curriculum in Wales in Year 2000? A teacher-friendly National Curriculum compendium in levelled colour-coded key stage Index Boxes (to combine CCW's identification of the need for examples with OHMCI's findings that teachers are planning the what without the how). Teachers say things like: How thorough do you have to be before you can say, 'I've done it'? I used to enjoy the curriculum I used to teach. The National Curriculum doesn't allow you the time to follow your own interests in depth. 'I skirt over the top of things with the able children because they're off and can do it themselves and I drum it in with the average and low ability children. I suppose you'd call that differentiated teaching! Particularly in small schools with full-time teaching heads. Reading materials for assessment tasks heavy. Guidance on how to parcel and post tests last year very time consuming. There is an increase in the purchase of published schemes which match the format and the language of assessment tests and tasks because they present teacher

assessment 'on a plate'. Yes, many teachers need definite National Curriculum-referenced examples and they plead for 'on a plate' materials. That is what teachers need. Nuffield Science and Cambridge Maths recently purchased by a lot schools. Teachers say that it is because teacher assessments have been worked out and pupils are encouraged through the materials to investigate and to think for themselves which match National Curriculum requirements.

6.4 Key to effective delivery?

Very difficult for me to say that. I think it has to be an understanding and a commitment to the concept. You have to believe that it is important. You have as a head or staff to believe that it is important for young people to understand something about the culture of their country and put it in to what your teaching in a way that they can engage with it. This is true of anything - of any aspect of the curriculum - that things which are fed into schools (and many, many things that they are supposed to be doing many more than they can actually manage, curriculum overload problem). It is those which the teachers in the school really believe to be important and have a commitment which will come through to the youngsters.

When its working effectively, I would expect to see young people really excited by - not just bits of Welsh history or learning the language if they are learning the Welsh language - but actually celebrating themselves the Welshness that they recognise and not just as a first. I think schools do do that, and I know of schools that do that now, but its the question of whether you went into any school in Wales and you saw children learning about Wales in a way which was more than just a drive of a bit of history and a bit of geography.

That's what it seems to me and the linkage of it. I was delighted to see the art and music go the way it did, it might not have done, that was part of the conflict between art/music English were subjects that came through at the time when the NCC and CCW were not on good terms. You could say was the silver lining really, we may not have been on good terms but in the end we got a distinctive curriculum which I was a lot happier with than the one they put in place in England in art and music.

